

2004

# Town of Whiting 2002 Comprehensive Plan

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# TOWN OF WHITING, MAINE



## COMPREHENSIVE PLAN

December 2002

# **THE TOWN OF WHITING**

## **2002 COMPREHENSIVE PLAN**

**INCLUDING REVISIONS BASED ON STATE PLANNING OFFICE REVIEW FOR  
CONSISTENCY WITH THE PLANNING AND LAND USE REGULATION ACT**

**CONSISTENCY GRANTED MARCH 12, 2004**

Prepared by the Whiting Comprehensive Plan Committee:

James Ausprey  
Richard Bradley  
Alan Brooks  
David Burns  
Harold Crosby Jr.  
Fred Hartman  
Tony Jans  
Deborah Look  
Mary-Alice Look  
Pat McCabe  
Mike McCabe  
Margaret Peacock  
Harry Stevens

Consultant:

Washington County Council of Governments

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Cover photo:

Village of Whiting from the Rte 189 bridge - facing the church and school, before the school was moved back from Route 1, circa 1920



## **A. EXECUTIVE SUMMARY**

### **Introduction**

The goal of municipal comprehensive planning is to protect home rule, promote the types development that residents want, preserve the resources that residents value, support the local economy, and suggest costs savings for municipal facilities and services. This comprehensive plan was developed through the efforts of Whiting residents and presents direction to the town based on the existing inventory of our resources and trends in local and regional development. A comprehensive plan is not an ordinance. Any ordinances the town would like residents to consider must be voted on separately. New ordinances will need to be consistent with the guidelines of this Comprehensive Plan. The townspeople recognize that they should review the Plan periodically.

### **History**

Whiting is and should remain a scenic, rural community. Our history is based substantially upon the natural resources that drove the local and regional economy, including forestry, shipbuilding, agriculture, and the sea. Early residents engaged in a variety of businesses, and several current residents can trace their families back to the town's early days. Whiting still enjoys many of the benefits from our past, as a small town with a strong sense of community, where people look out for one another. As we move into the future, we want to maintain strong links to our heritage.

### **Population**

Our population has grown modestly over the long term, a bit faster during the past decade, and Whiting likely will have more people in the coming years. Yet our population is aging. There are fewer school age children and our town has seen a decrease in the average household size. Numbers of retiree and perhaps single parent households are increasing. We have limited employment opportunities, which helps explain the decline in the numbers of young families residing here. The town should continue to make available demographic information to residents and should remain mindful of the needs of our changing population.

### **Natural Resources**

The natural resources of our town contribute greatly to our quality of life. We want to maintain, and enhance if possible, the natural resources we have. We currently protect some of our natural resources with locally-adopted shoreland zoning regulations. We will update these ordinances, as required, so they are consistent with the minimum requirements of state and federal regulations. We plan to conduct an inventory of stream and lake watersheds to assess the environmental impacts of development. This will help us determine ways to protect our lakes from degradation, prevent soil erosion and protect fish and wildlife habitat while allowing sensible development to continue. To protect our natural resources more comprehensively, Whiting must act cooperatively with its neighbors in a regional effort.

### **Economy**

Whiting's economic health is adequate, but could be improved. Our residents have more income

than do residents of Washington County as a whole, but with the aging of our population, the size of our workforce will continue to decrease. The top four sectors of employment for Whiting residents in order are education, health and social services; public administration; manufacturing; and transportation, warehousing, utilities information. Living in a rural area limits employment opportunities and increases the costs of commuting to the service centers where most jobs are located. Our local government should encourage appropriate commercial development to employ more residents. Residents would like to see additional jobs come from light industry, shopping, business/professional buildings, home-based businesses, nursing homes, and/or campgrounds/RV Parks. Growth should be channeled through land use regulations to the areas of our town that are capable of handling development so that minimal costs will incur to our municipality.

### **Housing**

For most people in our community, the cost of housing in Whiting is affordable (not costing more than 30% of household income, per Maine State definition). The majority of our townspeople live in owner occupied single-family housing. There is a range of new housing in the town: mobile or manufactured homes are utilized often. Existing land use ordinances do not impose significant costs on the cost of building homes. Given our population trends, the percentage of homes owned by our workforce members is likely to decline further while the percentage of homes owned by retirees - both those from away and natives - will increase. Residents have expressed a desire to see more single-family homes in town but not more multi-family dwellings.

### **Recreation**

Whiting has many recreational opportunities because of the vast natural resources of the town and the region, but few municipal recreational facilities. Residents rely on public access to use some of the town's most important recreational resources. Residents want the town to maintain and improve this public access.

### **Transportation**

Whiting residents must travel to adjoining communities for most work and shopping opportunities, so we are affected by the condition of many arterial roads in Washington County. Transportation linkages in town consist primarily of US 1 and State Routes 189 and 192. Our town relies on its road network as its primary transportation network. Therefore, local roads need to provide safe, reliable access to work, school, stores, and residences. Overall, our roadways are in good condition. Given limited funding and the significant expense, our town has done a noteworthy job of maintaining its roads. Continued proper and affordable maintenance of the road network in Whiting is in the best interests of all residents. All new roads, subject to subdivision review, must be constructed to specific standards. MDOT has jurisdiction over most main roads and bridges within Whiting, so the town will continue to communicate and cooperate with the department. Our town also will continue to participate in regional transportation planning efforts.

### **Public Facilities and Services**

Through proper maintenance and investment, Whiting's public facilities and services have remained in good condition overall. Town residents have expressed a broad level of satisfaction

with a wide range of these public facilities and services. Although our town has not previously established a formal Capital Improvement Plan as further discussed in the fiscal capacity section, we have provided reserve accounts for many necessary items. Prudent management decisions at the local level have prevented us from being forced to make large capital investments within a single tax year.

### **Fiscal Capacity**

Whiting has been doing very well in managing its finances over the last five years and the mil rate has remained within a consistent range. In the past, the town has been responsible and has budgeted for capital improvements as needed. The town has prepared a Capital Improvement Plan that has prioritized public improvements over the next ten years.

### **Land Use**

Whiting is feeling the development pressure that some of our neighbors are experiencing. Residential development has occurred primarily in environmentally sensitive shoreland areas, limiting the potential for future public access to our treasured natural resources. We want our town to do more to preserve its character. So we have taken it upon ourselves to plan for our future and develop a land use plan. This Plan is intended to protect our town's character and to direct residential, commercial and industrial activities to appropriate areas while maintaining a constant and diverse tax base.

### **Town Survey Results**

Results of the February-March 2002 Town Survey demonstrated that full-time residents, seasonal residents, and non-resident taxpayers want to keep Whiting the way it was and is. Whiting is a rural, scenic town and that is how we want it to remain. We would like more jobs, but we do not want the unrestricted growth that would destroy the town's character. We want to direct future development and are willing to enact appropriate land use ordinances to maintain Whiting's rural character.

## B. HISTORY

The *History of Whiting, Maine* by Gladys Hall Forslund provides an in depth and intriguing description of the settlement and early life of our town, its residents and the region's development. Some of the key events from our past have been summarized in this section from that volume and from the recollections of Donald Look, Laura H. Dennison, and others.

First surveyed in 1785, Township 12 also was called Orangetown for the Orange River that runs through the village, and later was incorporated as Whiting. The township originally was granted to Colonel John Allan in 1788 on condition that 6,000 acres be reserved for people already living in the area, and 3,950 acres be reserved for veterans of the American Revolutionary War. The following families had lands reserved for their settlement: Delesdernier, Avery, Albee, Preble, Ayer, Flagg, Runnels, Dillaway, Edwards, Bryan, Nyles, Libby, and Harvey.

Colonel Allan played an important role in Revolutionary America and later exerted much influence on the affairs of Whiting and Maine, as a member of the State Legislature. Allan's descendents were also prominent in early Whiting history. Colonel Allan was highly successful in his contact with Indians and, as the historian William Kilby said in 1888, "had not the neutrality of the Penobscot, Passamaquoddy, St John and Micmac Indians been secured, the infant settlements in eastern Maine could have hardly maintained their existence."

A scattering of settlers first established homes at Whiting Village on innermost Passamaquoddy Bay. Others actively attempted to inhabit the remote countryside near Gardner Lake where Ichabod Jones, Jonathan Longfellow and David Gardner established a double sawmill in 1770. Still others settled the shores of Eastern Bay in what is now the Holmes Bay region of Whiting.

Under a State Resolve of 1790, additional lands in Township 12 were granted to settlers "to be laid out so as best to include their improvements." Among these settlers were Major Lemuel Trescott and Colonel John Crane, with grants of 200 acres each. Grants of 100 acres were given to these families: Ackley, Huntly, Gardner and Nickerson. The 1790 Census listed the following heads of households: Davis Bryant, John Crane, John Dowling, Thomas Harvey, Sarah Howe, Frederick Huntley, Jabez Huntley Jr., Izachar Nickerson, George Peck, and Lemuel Trescott.

The 1790 Census recorded 54 inhabitants in the township. The population climbed to a height of 479 in 1860 with some fluctuations since then and an overall trend downward to a minimum of 269 residents in 1970. Since then the population has somewhat rebounded to 430 residents in 2000.

**Table B-1**  
**Whiting's Population**

Year	Population	Year	Population
2000	430	1890	393
1990	407	1880	425
1980	335	1870	414
1970	269	1860	479
1960	339	1850	470
1950	354	1840	462
1940	358	1830	309
1930	327	1820	182
1920	374	1810	92
1910	368	1800	67
1900	399	1790	54

Source: US Census

In 1816 the township had listed for assessment only 12 houses and 8 barns located in the following areas:

**Holmes Bay:** Benajah Ackley, 1 house, 1 barn; Ellis Drew, 1 house, 1 barn; Samuel Ackley, 1 house

**Gardner Lake :** Enoch Hill, 1 house, 1 barn; Pearl Howe, 1 house, 1 barn; John Munson, 1 house; James Dowling, 1 house; John Dowling, 1 house

**The Village:** Isaac Crane, 1 house, 1 barn; Horatio Allan, 1 house, 1 barn; Abijah Crane, 1 house, 1 barn; John Allan, 1 house, 1 barn

The earliest families to inhabit the Gardner Lake area in the western portion of the town were located on the southern and eastern shores of Gardner Lake (sometimes also called Quaker Lake), which was named after David Gardner, a Quaker from Nantucket who very early had acquired land, and in connection with other men built a sawmill at the outlet of the lake. These settlers included: Beverley, Boxwell, Chase, Crosby, Dowling, Davis, Gardner, Hill, Howe, Demmons, Huntley, West, and Munson. (Still later, families to come were Dwelly, Foster, Diamond, Stevens, Whitney, Griffin, Cates, Stoddard, and Hostetter.)

Long before they were incorporated as a town, residents held plantation meetings to see how best they could help themselves and each other. Plantation meetings were held in 1817 and 1818 at the house of Enoch Hill (on the hill behind the cemetery) and in 1819 at the schoolhouse, which had probably been quite newly built.

In 1819 the residents of Maine voted for separation from Massachusetts, with a vote in the township of 11-3 in support of this separation. In the following year, the State of Maine entered the Union.

In 1821 the settlers met again at Enoch Hill's house where they elected officers again. This time

Pearl Howe was made Treasurer and Simeon Howe took the office of Town Clerk. At one of these early meetings there was not a piece of paper in town to record the minutes on. Then in 1825 (some of the settlers already had been at Gardner Lake close to forty years) the inhabitants petitioned the government to allow them to be incorporated as a town. Pearl Howe and Enoch Hill of Gardner Lake and 49 others signed the petition.

On February 15, 1825, Township 12 was incorporated into the Town of Whiting. Residents accepted the offer of prominent local landholder, Timothy Whiting to name the town after him, on condition that he give the town 400 acres, the revenue from which was to be used to fund the public school.

In November 1833 a Congregational Society was organized in Whiting. Three years later, a joint committee of the Congregational Society and the Methodist Episcopal erected the Union Meeting House. Both groups combined and shared the building, which they later named the Community Church of Whiting. Since that time the building has retained its character with few changes. The village cemetery is located behind the church and includes the gravesite of General John Crane, presumed to be the first white settler in the area. In his military career he was known for his participation in the Boston Tea Party.

### **Farming**

Farming sustained the early inhabitants of Whiting. Farms averaged 100 acres with a variety of crops including oats, wheat, buckwheat, rye, potatoes and turnips. Before mechanization, oxen were used almost exclusively for farm work. Sheep raising was essential in early farming, with wool for clothing and meat supporting the diets of residents. On average there were 200 sheep in the town with a high of 274 in 1870. Sheep roamed freely, being distinguished by owner using earmarks.

It was common for settlers to lease land from land companies or non-residents, in addition to their own holdings, to expand production. The burden of these transactions fell upon the tax collector, as the lessee was responsible for taxes. Except for taxes, initially very little exchange of money occurred locally, with most transactions done through barter. To bring in money for their families to pay taxes and purchase the newly available abundance of consumer goods, farmers in the late 1800s often sought work in mills, as loggers in the winter, by repairing roads, and by taking to the sea.

As the family farm lost self-sufficiency by 1900, specialization in poultry and dairy farming occurred on a limited basis in Whiting. By 1920 many family farms and fallow lands were consolidated by large landholders and put into blueberry production. This cash crop has become a mainstay in the county's agricultural base to the present day.

### **Industry**

The lumber industry was a substantial part of the economy in our heavily forested region, as it was statewide. For those who couldn't get logging or mill jobs in Maine, some traveled to the Midwest to work as loggers on a seasonal basis. Many eventually decided to remain there and

the town's population reflected this loss. Gardner Lake settlement had the greatest population loss, as it was the only community in town that did not have its own industry to help sustain local employment.

Hall's Mills and Holmes Bay each had one sawmill. In Holmes Bay, records show Edward Small, Thomas Colby and Timothy Whiting were assessed in 1816 for the mill there. Ownership of the mill changed several times, and by 1859 Solomon Seavey was the sole owner.

Whiting Village had several sawmills, gristmills, boatyards, and other marine businesses like an Alewife fishery, as well as blacksmithing and small mercantile stores. Local mill owners often operated these stores. Boynton and Estey built the largest of these stores in 1903 or 1904. Taverns and boardinghouses began to appear in the township as early as the 1830s. W.S. Peavy operated a hotel on the hill, which later housed a telephone exchange and Post Office. The Indian Lake Inn began around 1920 and had a popular dance hall.

Three families carried out considerable small boat business locally: the Chases, Dinsmores, and Wheelers. Shipbuilding at the Whiting shipyard, located on the south side of the Orange River near the rear of the Fred Gilpatrick property, began in 1825. Notable ships built here include the Quoddy Belle, a brigantine of 160 tons, launched in 1849 with cargo and 33 passengers on a trip around Cape Horn and eventually arriving at California. Interestingly, those in the lumber business often owned shares in one or more ships made from their lumber. Accordingly, at one time, there were 26 schooners, 13 vessels and 3 brigs under partial or full ownership of local residents.

In 1915 the town's current industrial base was formed when Willard Look and Elmer Look started a clam business at Holmes Bay. The business began as the direct result of Willard being refused by a dealer in western Washington County of twenty-five cents a barrel for clams he had dug. Willard later became sole owner and leased the Carroll Gardner plant in Eastport, which he operated in conjunction with the Holmes Bay business from 1925 to 1929.

In 1927, after graduating from Washington Academy in East Machias, Willard's son, Anthony M. Look, became affiliated with the firm. Other Look sons joined the canning company in ensuing years. Austin came into the business about 1934; Shirley joined in 1938; and by 1947 both Donald and Lynn were important partners in the successful venture.

The processing plant expanded in the 1930s to 2,160 square feet of working area. The current processing facility was constructed in 1960 and provides 9,600 square feet of working area and is Whiting's single largest employer. Clams, clam juice, fish spreads, lobster, fish chowder, hake, salmon, crab and shrimp are all processed at the Whiting facility.

In addition to managing a successful business, the Look family has been continually active in town affairs.

## **Transportation**

Before the settlers arrived, Native Americans traveled between their seasonal camps and fishing

grounds from Passamaquoddy Bay and Machias Bay using tidal bays, rivers and lakes. They were able to cross the watershed in Whiting via Whiting Bay, the Orange and East Machias rivers; Josh Pond; and the Orange, Sunken, and Gardner lakes. A short portage between Sunken Lake and Josh Pond was the only barrier to the water route. The development of carriage paths and later roads was slow and costly to local residents who were taxed to upgrade and maintain roadways. Many labored on the roads to work off their tax.

In 1822 local petitioners requested the assessors “to examine and lay out a road to Holmes Bay” and (other petitioners) asked for a road around Gardner Lake. Both plans were accepted, but the Holmes Bay Road was a problem in 1827 when the court cited the town for failure to build a bridge for that road. By 1835 a stagecoach road had been built from East Machias through the Gardner Lake Settlement, and north through Marion, Dennysville, and to Calais. In 1845 a road was constructed from Holmes Bay to Jeremiah Munson’s on the County Road between East Machias and Lubec.

By the mid 1800s, town and county roads were established in their present locations. The main county road (now US 1 and SR 189) between East Machias and Lubec bisected Whiting. Secondary roads led to the settlements around Gardner Lake, Connecticut Mills, Roaring Lake, and Holmes Bay. In 1887 Whiting voted to build a road from Whiting Village to the Cutler town line. Portions of that roadway have survived.

In the sections that follow Section B, the mark of our history can be seen in more detail.

## **HISTORIC BUILDINGS**

The Maine Historic Preservation Commission maintains an inventory of important sites including buildings or sites on the National Registry of Historic Places (NRHP). They record no such listings for the town. The following buildings, shown on Map 2: Whiting Streets and Public Facilities are of historic importance to the town’s residents and might be worth consideration for listing on the National Register of Historic Places for Whiting:

1. Whiting Village School
2. Whiting Community Church

## **CEMETERIES**

Cemeteries are also a cultural resource providing insight into the history of the community. An inventory of Whiting cemeteries and burial sites is shown on Map 2.

## **ARCHAEOLOGICAL SITES**

The ultimate aim for municipal planning concerning archeological sites should be the identification and protection of all such significant sites. Resource protection zoning is one way that this can be accomplished. Individual landowners of significant properties also may be approached to obtain permission for nomination of archeological sites on their property to the Nation Register of Historic Places and additionally to donate preservation easements if they so desire. (National Register listing



extends protection of Federal legislation against actions by Federal agencies, while the combination of National Register listing and preservation easement with posting against ground disturbance extends the protection of State Antiquities Legislation to archeological sites.)

There are five known prehistoric archaeological sites located within Whiting, according to the Maine Historic Preservation Commission (MHPC). These sites are located on the shoreline of Rocky Lake and the banks of the Orange River. The Holmes Bay shoreline has been determined by MHPC not to be archeologically sensitive. There are no known historical archeological sites or historic buildings/structures/objects within Whiting, as recorded by the MHPC.

### **THREATS TO EXISTING SITES**

**Historic Buildings:** The historic buildings that have been identified above are not protected within the provisions of existing land use regulations. Without the proper ordinances being in place, the loss or conversion of the remaining buildings is possible.

**Archaeological Sites:** The locations of the above referenced archaeological sites are protected under Shoreland Zoning and Flood Plain Management Ordinance provisions that have been adopted by the town.

### **POLICIES AND IMPLEMENTATION**

In order to preserve the State's historic and archaeological resources from development that could threaten those resources, the Town of Whiting has developed the following policies and implementation strategies:

1. Goals for the protection and preservation of archaeological and historic sites will be developed. The Whiting Historical Society will assist the Planning Board in the development of land use controls as is appropriate. These guidelines or controls will ensure protection and preservation of historic and archaeological resources if identified.  
Responsibility: Historical Society  
Time Frame: Immediate
2. Awareness of historic structures and artifacts will be promoted, including the consideration of listing on the National Register of Historic Places for Whiting.  
Responsibility: Historical Society  
Time Frame: Immediate
3. Whiting residents and taxpayers will continue to be asked periodically, for example at annual town meetings, to call to the attention of the town's Historical Society potential areas, artifacts, buildings, and structures they believe to have historical or archeological significance. Such submissions will be professionally surveyed and documented. Those found to be historically or archeologically significant will be monitored to ensure their protection and preservation.  
Responsibility: Selectmen

Time Frame: On-going

4. The planning board will require any developer to provide evidence that the proposed development will not negatively impact known or possible archeological sites.

Responsibility: Planning Board

Time Frame: On-going

5. The planning board will require that the development plans include a plan showing the preservation of known or suspected historic or naturally significant areas. The Planning Board will work in cooperation with the State of Maine and with any of the identified historical and archaeological resources within Whiting.

Responsibility: Planning Board

Time Frame: On-going

## **SUMMARY**

The history of Whiting is substantially based upon the natural resources that drove the local and regional economy, including forestry, shipbuilding, agriculture and the sea. Early residents engaged successfully in a variety of businesses. Many current residents can trace their families back to the town's early days. Whiting still enjoys many of the benefits from our past, as a small town with a strong sense of community, where people look out for one another. While encouraging new development, the town should seek to maintain a link to our heritage through the protection of historically significant buildings and we should collect and maintain our historic records.

## C. POPULATION

An important factor in Whiting's Comprehensive Plan is the town's population and how that population may change in the future. The ultimate goal of a comprehensive plan is to provide for a proper relationship between the town's future population and its environment. Accordingly, most phases of the plan are either dependent upon, or strongly influenced by, the size and composition of the town's future population.

### MIGRATION ANALYSIS

According to Census data during the last decade of the millennium, Whiting's population increased by 23 persons. This increase can be attributed primarily to migration. During the 1990's, Whiting recorded 54 deaths and only 35 births, which should have resulted in a population decline. But a net in-migration of 42 people caused the town's population to grow. This growth is shown in the formula below.

Formula:

1990 Census Population = 407

Plus the number of births to Whiting residents between 1990 and 2000 (35) = 442

Minus the number of deaths to Whiting residents between 1990 and 2000 (54) = 388

Plus in-migration (42) to attain the 2000 Census Population = 430

### POPULATION STATISTICS

#### Populations and Growth Rates

The following table shows the year-round population and growth rate by decade in Whiting, Washington County and Maine since 1900.

**Table C-1 Population and Growth Rates**

	Whiting		Washington County		Maine	
Year	Number	% Change	Number	% Change	Number	% Change
2000	430	5.65%	33,941	-3.87%	1,274,923	3.83%
1990	407	21.49%	35,308	0.99%	1,227,928	9.18%
1980	335	24.54%	34,963	17.09%	1,124,660	13.37%
1970	269	-20.65%	29,859	-9.27%	992,048	2.35%
1960	339	-4.24%	32,908	-6.48%	969,265	6.07%
1950	354	-1.12%	35,187	-6.83%	913,774	7.85%
1940	358	9.48%	37,767	-0.16%	847,226	6.25%
1930	327	-12.57%	37,826	-9.31%	797,423	3.83%
1920	374	1.63%	41,709	-2.79%	768,014	3.45%
1910	368	-7.77%	42,905	-5.14%	742,371	6.90%
1900	399	-	45,232	-	694,466	-

Source: U.S. Census Bureau

## Population Forecasts

If the town's average annual rate of growth of 2.0% per year as evidenced from 1970 to 2000 continues, the population of the town would increase to a total of 516 persons by the year 2010. If, however, a lower annual rate of growth is observed, as occurred over the longer term from 1950 to 2000 of 0.43% per year, or as seen most recently from 1990 to 2000 of 0.57% per year, then the population of the town would increase to total between 448 to 454 persons by the year 2010. Of course, new residential development will determine the actual population growth of our town over the next ten years.

## Age Distribution

The following 2000 statistics compare population by age groups for the Town of Whiting, the county and the state.

**Table C-2 Population by Age Groups**

	Whiting		Washington County		Maine	
Age Group	Number	Percent	Number	Percent	Number	Percent
Under 5 years	24	5.6	1727	5.1	70726	5.5
5 to 9 years	23	5.3	2176	6.4	83022	6.5
10 to 14 years	28	6.5	2363	7.0	92252	7.2
15 to 19 years	26	6.0	2403	7.1	89485	7.0
20 to 24 years	18	4.2	1813	5.3	69656	5.5
25 to 34 years	43	10.0	3812	11.2	157617	12.4
35 to 44 years	67	15.6	5114	15.1	212980	16.7
45 to 54 years	86	20.0	5048	14.9	192596	15.1
55 to 59 years	20	4.7	1960	5.8	68490	5.4
60 to 64 years	21	4.9	1669	4.9	54697	4.3
65 to 74 years	44	10.2	3085	9.1	96196	7.5
75 to 84 years	23	5.3	2065	6.1	63890	5.0
85 years and over	7	1.6	706	2.1	23316	1.8
Median age	43.3	NA	40.5	NA	38.6	NA

Source: 2000 Census

As can be seen from the table, Whiting has a lower percentage of young residents and a higher percentage of older residents than does Washington County or the state. In fact, our median age is 4.7 years higher than the state median age.

The median age of Whiting's population increased 5 years (21%) between 1990 and 2000. Other comparisons could be made but, the 1990 and 2000 Census data for percentage of population by age was calculated using different age brackets. Therefore direct comparison of these figures may contain a small margin of error. In the table below, the discrepancies occur in the following categories: 5 to 17 years versus 5 to 19 years and 18 to 64 years versus 20 to 64 years.

**Table C-3 Whiting Population by Age Year Comparisons**

Age Group	1990	Age Group	2000
Under 5 years old	21	Under 5 years old	24
5-17 years old	92	5-19 years old	77
18-64 years old	245	20-64 years old	255
65 and above	49	65 and above	74
Median Age	35.8	Median Age	43.3

Source: 1990 Census, 2000 Census

A significant increase in the older segments of the town's population has been evidenced over the last ten years, with a 51% increase in the number of residents aged 65 or above. During the same time, a decline of about 16% occurred in the number of school-aged residents of 5-17/19 years old.

**Table C-4 Whiting Population by Gender**

Year	Female	%	Male	%	Total
2000	204	47.4	226	52.6	430
1990	193	47.4	214	52.6	407

Source: 1990 Census, 2000 Census

The ratio of females to males has remained constant.

**Table C-5 Household Size**

Average Household Size and Growth Rate: 1990-2000			
		1990	2000
Whiting	Household Size	2.66	2.34
	% growth	-	-12.0%
Washington County	Household Size	2.55	2.34
	% growth	-	-8.2%
State	Household Size	2.56	2.39
	% growth	-	-6.6%

Source: 1990 Census, 2000 Census

Outpacing the trends of the county and state, the average household size in Whiting went down about 12%, indicating the presence of more households with fewer or no children. Given the increase in median age, it is likely that many of these households are 'empty nests' in which the children have grown up and moved out of Whiting or households in which singles or couples moved into Whiting.

**Table C-6 Number of Households**

		1990	2000
<b>Whiting</b>	Number	153	181
	% growth	-	18.3%
Washington County	Number	13418	14118
	% growth	-	5.2%
State	Number	465312	518200
	% growth	-	11.37%

Source: 1990 Census, 2000 Census

The percent increase in the number of households in Whiting is more than triple that of the county. Household size has decreased as empty nesters and retirees occupy more of the town's housing stock. Since the town's median age has increased, any impact of younger families without children moving into town has been more than offset by the increase in older households. Interestingly, Washington County saw an increase in the number of households despite a decline in population of 3.8 percent, which indicates the presence of more single person, single parent, and retiree households countywide.

**Table C-7 Education**

School Enrollment (aged 3 and up)	1990	1990 % Pop	2000	2000 % Pop
<b>Whiting</b>	93	24.5%	88	20.5%
Washington County	8682	24.6%	8,044	23.7%
State	304,868	24.8%	321,041	25.2%

Source: 1990 Census, 2000 Census

In 2000, the town had a lower percentage of school enrollment than did the county and state. School enrollment has declined in the town and county, but has increased statewide.

**Table C-8 Public School Enrollment of Whiting Residents**

School Year	Elementary	Secondary	Total
October, 2001	30	24	54
October, 2000	35	20	55
October, 1999	46	24	70
October, 1998	45	28	73
October, 1997	53	34	87

Source: S.A.D. #77

The town's public school enrollment has declined significantly in the last five years at the primary and secondary levels. While this decline is likely to stabilize, the loss of young families means that an upsurge in public school enrollment is unlikely in the near term. However, given the small number of the total enrollment, the addition of just a few new families with school-age children will have significant effect on the public school enrollment figures. There are no state statistics predicting future enrollment figures for the town.

**Table C-9 1999-00 Approved Home Instruction Pupils**

DISTRICT	KIND.	GR 1-8	GR 9-12	OTHER	TOTAL
SAD #77 EAST MACHIAS	0	12	4	0	16

Source: Maine DOE

**Table C-10 Trend in Home-Schooling**

Trend (# of Pupils)	1995-96	1996-97	1997-98	1998-99	1999-00
SAD #77 EAST MACHIAS	7	6	2	8	16

Source: Maine DOE

The Maine Department of Education has provided data on the number of students home schooled by district, but not disaggregated by town. SAD 77 includes the towns of Cutler, East Machias, Machiasport, and Whiting. Most of these children are likely from the other, larger towns that comprise the school district and, therefore, these figures do not fully explain the decline in Whiting's public school enrollment. However, given the small total public school enrollment, home schooling may partly explain the overall decline seen. Over the recent period, home schooling has increased.

**Table C-11 Educational Attainment**

	Whiting 2000		Washington Co. 2000	State 2000
	Number	Percent	Percent	Percent
High School Graduate or higher	238	82.1	79.9	85.4
Bachelor's degree or higher	51	17.6	14.7	22.9

Note: Percent calculated from persons aged 25 and over.

Source: 2000 Census

The town's levels of education lie between the county and state averages. This is in part explained by the higher median age of the town's population.

## **POLICIES AND IMPLEMENTATION**

Given the importance of understanding, planning for and meeting the needs of current and future residents, the town has developed the following policies and implementation strategies to monitor actively the size, characteristics and distribution of its population and to utilize that information when making administrative and policy decisions for the town:

1. The town will gather all available population estimates, census data and other information concerning the number and characteristics of the Town's population. These will be maintained in appropriate files that shall be available in the Town hall for use by the Town Officers and by residents.

Responsibility: Town Clerk

Time Frame: Immediate

2. The town will update the population information files every five years.  
Responsibility: Town Clerk  
Time Frame: Long Term

**SUMMARY**

The population of Whiting has grown modestly over the long term, with a higher rate of growth seen in just the past decade but our population is aging. There are fewer school age children and our town has seen a decrease in the average household size. Numbers of retiree and perhaps single parent households are increasing. Limited employment opportunities as described in a following section help explain the decline in the numbers of young families residing in Whiting. The town should continue to make available demographic information to residents and should remain mindful of the needs of our changing population.



## D. NATURAL RESOURCES

Natural resources information is necessary to protect environmentally sensitive areas, to identify opportunities for and constraints on development, and to provide a natural environment that residents want. The natural resources of our town contribute significantly to our quality of life. These resources provide desired open spaces and are valued for wildlife; habitat preservation; recreational opportunities such as fishing, boating, snowmobiling, hunting, canoeing, hiking, and cross-country skiing; nature study; and employment on a sustainable use basis.

As Ian McHarg wrote in *Design With Nature*, “We need nature.... In order to endure, we must maintain the bounty of that great cornucopia which is our inheritance.... we must look deep to the values which we hold. These must be transformed if we are to reap the bounty and create the fine visage for the home of the brave and the land of the free.... We...must become the steward of the biosphere. To do this, we...must design with nature.”

The goals of this section are to identify and protect the quality, and manage the quantity of Whiting’s natural resources; to safeguard the agricultural, forest, and marine resources that support our economy; and to provide for the safety, welfare, and quality of life that our citizens demand.

### LOCATION AND TOPOGRAPHY

The Town of Whiting is located in the southeastern part of Washington County, Maine. Whiting is situated approximately 104 miles southeast of Bangor and is bordered on the north by Marion Township and Edmunds Township, on the east by Trescott Township, on the south by Cutler, and on the west by East Machias and Machiasport. The land area of the town is approximately 33,301 acres. See Map 3: Topography and Floodplains at the end of this section for general contour elevations.

### GEOLOGY

Whiting is located in a region of massive granite intrusion that was glaciated in the Wisconsin Ice Age. The glacier caused till (unsorted, poorly drained soil) to be deposited over the entire region. This poorly drained till formed bogs and ponds and altered the drainage pattern. The underlying granite caused the till to be more thickly deposited on the northwest sides of ridges. On the southeast sides, boulders were plucked and transported further south. Thick till deposits are also found in bedrock valleys and depressions. The weight of the ice (in some places a mile thick) caused the land to be depressed in relation to the level of the sea. Marine sediments (silts and clays) were deposited in valleys and more sheltered locations. The release of pressure due to the melting allowed the land to rise slowly. This explains the silt and clay deposits that are found at elevations of 100 feet or more. In some areas, isolated deposits of sand and gravel (ice contact and glacial outwash) also can be found. Coastal areas are sinking at a rate of about 3 feet per 100 years. Whiting is located in an earthquake zone and in a radon gas zone.

## LAND SUITABILITY FOR DEVELOPMENT

### Soils

Whiting has no public sewerage system and only one public water supply at the Whiting Elementary School. Development depends on the private provision and maintenance of safe and adequate septic systems and wells. Septic systems must be designed and constructed carefully, but this is especially crucial when systems are in areas with poorly drained soils, shallow bedrock soils, and soils with high water tables. Development on poorly suited soils results in many environmental and, ultimately, economic problems. Water pollution, the high cost of mitigation and maintenance of individual wells and public services, the destruction of existing wildlife habitat and scenic areas, well contamination, lowering of water tables, and areas becoming more flood prone are just a few of the many ways that a community and its residents pay for improper land use.

The United States Department of Agriculture (USDA) Soil Conservation Service (SCS) has prepared soil classification maps for each state (STATSGO). Soil maps for STATSGO are often compiled by generalizing more detailed (SSURGO) soil survey maps. Where more detailed soil survey maps are not available, as is the case in Washington County, data on geology, topography, vegetation, and climate are assembled, together with Land Remote Sensing Satellite (LANDSAT) images. Soils of like areas are studied, and the probable classification and extent of the soils are determined. Map 4 provides this level of information for Whiting.

Soils in Whiting are of several types: glacial till thinly deposited in the uplands; thick glacial till on northwest slopes and in bedrock depressions; marine silts and clays in the valleys and more sheltered locations, and glacial outwash or ice contact sands and gravels. None of the soil types is particularly well suited to septic sewage disposal, although with an adequate lot size, a septic system can be situated on most soils present. Some soils are well suited to forestry. Outside of the areas already protected under the current town Shoreland Zoning ordinance, the soils found do not place a severe limitation on development, provided the state's minimum lot size of 20,000 square feet is observed. See Map 4: Soils, for the location of soil combinations.

### Soil Potential for Low Density Development (LDD)

Very few areas of Whiting, or indeed of Maine in general, have large tracts of land that are ideal for residential development. The Natural Resources Conservation Service of the USDA has produced a handbook of Soil Survey Data for Growth Management in Washington County (dated September 1997). This publication is available at the Whiting Town office along with soils maps at a scale of 1 inch = 2000 feet. It includes many tables that interpret the suitability of different soils for agricultural production, woodland productivity, erodability and low density development.

This last interpretation – rating of soil potential for low density urban development – is provided in the table below to guide the concentration of development in the three growth areas in Whiting. Under this system, soil potentials are referenced to an individual soil within the county that has the fewest limitations to development (depth to water table, bedrock etc.). This reference soil is given a value of 100 points. Costs that are incurred to overcome limitations to

development are developed for all other soils. These costs, as well as costs associated with environmental constraints and long term maintenance, are converted to index points that are subtracted from the reference soil. The result is a comparative evaluation of development costs for the soils in the county. The overall range is large with values between 0 and 100. These numerical ratings are separated into Soil Potential Rating Classes of very low to very high. Thus in the table a soil with a Very High rating has very good potential for development.

**Table D-1 Whiting Soil Potential For Development**  
(Soils with medium and high ratings have better potential for development)

Map Unit	Soil Name	Septics	Dwellings	Roads	Development
29X	Udorthents – urban complex				
39P	Bucksport and Wonsqueak soils	Very Low	Very Low	Very Low	Very Low
39R C	Naskeag-Abram-Ricker Complex, 0-5%, very stony	Very Low	Medium	Medium	Low
230C	Buxton Silt Loam, 8-15%	Medium	Medium	Medium	Medium
231B	Lamoine-Scantic Complex 0-5%, very stony	Very low	Medium	Medium	Low
232B	Lamoine-Buxton Complex 0-8%	Very low	Medium	Medium	Low
233A	Scantic Silt Loam	Very low	Very low	Very low	Very low
235B	Lamoine Silt Loam, 0-6%	Very low	Medium	Medium	Low
236A	Lamoine-Scantic Complex, 0-5%	Very low	Medium	Medium	Low
253B	Hermon-Monadnock Complex, 3-8%, very bouldery	High	High	Medium	Low
262B	Tunbridge-Lyman Complex, 3-8%	Medium	High	High	High
262C	Tunbridge-Lyman Complex, 8-15%	Medium	Medium	Medium	Medium
263C	Tunbridge-Lyman-Abram Complex, 3-15%, very stony	Medium	Medium	Medium	Medium
329C	Tunbridge-Lamoine-Lyman Complex, 0-15%, very stony	Medium	Medium	Medium	Medium
330B	Lamoine-Tunbridge-Scantic Complex, 0-8%, very stony	Very low	Medium	Medium	Low
331B	Lamoine-Scantic-Colonel Complex, 0-8%, very stony	Very low	Medium	Medium	Low
332B	Lamoine-Buxton-Scantic Complex, 0-15%	Very low	Medium	Medium	Low
332C	Buxton-Lamoine Complex, 3-15%	Medium	Medium	Medium	Medium
333A	Scantic-Biddeford Association, 0-3%	Very Low	Very Low	Very Low	Very Low
353C	Hermon-Monadnock-Skerry Complex, 3-15%, very bouldery	High	High	Medium	High
363C	Lyman-Tunbridge-Abram Complex, 3-15%, very stony	Low	Low	Medium	Low
363E	Lyman-Tunbridge- Abram Complex, 15-60%, very stony	Very Low	Very Low	Low	Very Low
364B	Naskeag-Tunbridge-Lyman Complex, 0-8%, very stony	Very Low	Medium	Medium	Low
366C	Skerry-Becket Association, 3-15%, very stony	Medium	Medium	Medium	Medium
377C	Skerry-Colonel-Tunbridge Complex, 0-15%, very stony	Medium	Medium	Medium	Medium

Source: USDA-NRSC Orono, ME–Soil Survey Data for Growth Management in Washington County, ME, 1997

**Highly Erodible Soils**

The removal of surface vegetation from land usually results in erosion, a major contributor of pollution to lakes and ponds. Under such circumstances, highly erodible soils have a potential to erode much faster than normal. Rainfall and runoff, susceptibility to erosion, and the combined effects of slope length and steepness are taken into consideration when identifying highly erodible soils.

**Soils on Steep Slopes**

Steep slopes are a major component of the landscape and are significant factors affecting soil properties, which in turn governs land use. Most land use and development takes place on the less sloping areas - areas with slopes of less than 15 percent (representing an average drop of 15 feet or less in 100 feet horizontal distance). Areas with slopes of 15% or more present soil problems for buildings, roads, and septic systems. In these situations, the costs of engineering foundations and installing septic or sewer and other utility systems increase. Building should be discouraged on these slopes. Map 3: Topography and Flood Zones identifies the location of steep slopes in general.

**FORESTS**

Maine's forests and forest industry play a vital role in the state's economy, especially in this region. Forested areas can provide habitats for abundant and diverse wildlife for the use and enjoyment of Maine citizens and visitors. Furthermore, forests protect the soil and water, and contribute to a variety of recreational and aesthetic experiences. Loss of forests can be attributed to development and to irresponsible harvesting techniques. When forests are fragmented, wildlife suffers and public access becomes more restricted. To optimize forestland use, forests should be managed and harvested sustainably.

**Woodland Productivity**

Soils SCS-rated as medium or above for woodland productivity qualify as prime forestland soils. This designation does not preclude the use of these lands for other purposes but only identifies the most productive forests. Yet it suggests strongly that the land should not be developed. These soils are rated only for productivity; the rating does not consider management problems, such as erosion hazard, equipment limitations or seedling mortality. Whiting's important forest and farmlands, which consist of prime and additional land of statewide importance, are shown on Map 6: Agriculture and Forest Lands.

**Tree Growth Tax Law**

In addition to the Farm and Open Space Tax Program, the state has a similar program for forestland. The Tree Growth Tax Law (Title 36, MRSA, Section 571, et seq.) provides for the valuation of land that has been classified as forestland on the basis of productivity value, rather than on fair market value. The tax rates are similar to those for lands taxed as conservation lands. According to municipal records for fiscal year 2001, there were over 14,321 acres in tree growth tax status in Whiting. These parcels were owned by approximately 30 different landowners. No

large timber companies own these parcels. The tree growth program requires that the parcels be at least 10 acres and that the land is held for commercial use. If the property is removed from the program, a penalty is assessed against the property. This penalty is calculated based on the number of years the property was enrolled in the program and/or a percentage of fair market value upon the date of withdrawal.

### **Major Forest Owners**

A large percentage of forests in Whiting, as in the State of Maine, have been owned by large paper companies. Recently, considerable forest acreage has been transferred from the paper companies to private individuals, frequently with forest liquidation and subdivision growth soon following. These individuals can make, and are making, substantial changes to the forests, forest use, and to the availability of the forestland to town residents for their traditional use. These changes can have a negative impact on the Town and its citizens.

### **STATE PARKS AND PUBLIC RESERVED LANDS**

There are no state parks in Whiting. The Cutler Coast Public Reserved Land, managed by the Maine Bureau of Parks and Lands, extends from Cutler into Whiting. Access to this state managed 12,000-acre unit (909 acres of which are located in Whiting) is from US 191 in Cutler. The Orange River Wildlife Management Area, managed by the Maine Inland Fisheries and Wildlife Department, includes approximately 588 acres of flowage; see Map 2. In addition, Edmunds Township, next to Whiting to the north, is home to the 888-acre Cobscook Bay State Park as well as the 6,700-acre Moosehorn National Wildlife Refuge.

### **EXISTING PROTECTION MEASURES**

#### **Tree Growth Tax Law**

As noted two paragraphs above, this program encourages landowners to retain and manage their woodlands. When managed properly, forest areas can be utilized for production and still provide wildlife habitats.

#### **The Forest Practices Act**

This act regulates the practice of clear cutting by setting regeneration and clear cut size requirements.

#### **The Mandatory Shoreland Zoning, Subdivision Control Law, and Clear Cutting**

State legislation provides environmental guidelines and mandates regarding shoreland and subdivision activities that consider forestry issues, as well as regulations on clear cutting.

The Mandatory Shoreland Zoning Act, 38 M.R.S.A., Section 435-449, requires all municipalities to adopt, administer, and enforce ordinances which regulate land use activities within 250 feet of great ponds, rivers, freshwater and coastal wetlands, and tidal waters; and within 75 feet of

steams as defined. The Act also requires the Board of Environmental Protection to establish minimum guidelines for such ordinances. The Act requires that municipalities adopt shoreland zoning ordinances consistent with, or no less stringent than, those minimum guidelines.

The State Subdivision Statute Title 30-A Section 4401 et seq. defines criteria that planning boards must consider in the review of proposed subdivisions, including factors that relate to environmental concerns.

## **FARMLAND**

### **Prime Farmland (Includes Blueberry Land)**

The U.S. Department of Agriculture defines prime farmland as the land that is best suited to producing food, feed, forage, fiber, and oilseed crops. It has the soil quality, growing season, and moisture supply needed to produce a sustained high yield of crops while using acceptable farming methods. Prime farmland produces the highest yields and requires minimal amounts of energy and economic resources. Highly-intensive farming results in damage to the environment. Prime farmland is also often targeted as prime property for low-density residential development. Very little of the soils in Whiting are listed as Prime Farmland, the exception being one type of Dixfield soils. See Map 4 for Dixfield soil locations.

Development threatens the irreversible conversion of farmland to other uses. Recognizing that land use cannot remain static and that our state is becoming more urban, it also seems reasonable that conversion of agricultural land should be based on the quality of the soils. Soils can be rated in terms of their ability to grow agricultural crops. Obviously some soils in Maine are much more valuable for agriculture than others. Prime farmland in Whiting is a natural resource and must be preserved. See Map 6: Agriculture and Forest Lands.

Concern for conservation of blueberry land and other farming resources is important. To reduce environmental problems caused by farming activities, a municipality must ensure that shoreland zoning and other ordinances are properly enforced. To protect against environmental problems, appropriate performance standards must be developed by the town or state.

### **Farm and Open Space Tax Law**

Farmland is eligible for the Farm and Open Space Tax Law Program (Title 36, MRSA, Section 1101, et seq.), if that farm consists of at least five contiguous acres, is utilized for the production of farming, agriculture or horticulture activities and has shown gross earnings from agricultural production of at least \$2,000 (which may include the value of commodities produced for consumption by the farm household) during one of the last two years or three of the last five years. In 2001, Whiting had no farmland enrolled in this program.

The Open Space portion of this program has no minimum lot size requirements and the tract must be preserved or restricted in use to provide a public benefit by conserving scenic resources; enhancing public recreation opportunities; and conservation of wildlife habitat.

The Farm and Open Space Tax Law encourages landowners to conserve farmland and open space by taxing the land at a rate based on its current use, rather than potential fair market value. The benefits of this program are that it enables farmers to continue their way of life without being forced out of business by excessive property taxes, which can be brought about by rising land valuations. If the property is removed from the program, a penalty is assessed against the property. This penalty is calculated based on the number of years the property was enrolled in the program and/or a percentage of fair market value upon the date of withdrawal.

### **Farmland Registration Program**

The State Farmland Registration Program is designed to protect the farmers' right to farm their land. Upon registration, a farmer, including blueberry farmers, is guaranteed a 100-foot buffer zone between the productive fields and new incompatible development, such as residential development. The Farmland Registration Program also lets new and potential abutter know that a working farm is next door.

### **Mandatory Shoreland Zoning and Subdivision Law**

As indicated earlier, State legislation provides environmental guidelines and mandates shoreland zoning and subdivision review criteria that may relate to agricultural issues. These include the Mandatory Shoreland Zoning Act, 38 M.R.S.A., Section 435-449, and the State Subdivision Statute Title 30-A Section 4401 et seq. defines criteria that planning boards must consider in the review of proposed subdivisions, which may relate to agricultural issues.

## **WATER RESOURCES**

### ***Surface Waters***

#### **Watersheds**

A watershed is the land area in which runoff from precipitation drains into a specific body of water. The boundaries of Whiting's watersheds, also known as drainage divides, are shown on Map 5: Aquifers, Watersheds and Wetlands. The portion of the watershed that has the greatest potential to affect a body of water is its direct watershed, or that part which does not first drain through upstream areas. Anything that can be transported by water will eventually reach and impact the quality of a water body. Development activities, such as house and road construction and timber harvesting, disturb the land that drains to a lake by streams and groundwater; thus these activities will pollute the watershed. Disturbed and developed lands contribute pollutants and other substances (e.g., silt) to water bodies, degrading water quality. Activity anywhere in the watershed, even several miles away, has the potential to impact the water quality of our streams, rivers, ponds and lakes.

#### **Freshwater Wetlands**

The term "wetlands" is defined under both state and federal laws as "those areas that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to

support prevalence of vegetation ... adapted for life in saturated soils." Wetlands include freshwater swamps, bogs, marshes, heaths, swales, and wet/bottom land meadows. There is no longer a 10-acre threshold associated with regulated freshwater wetlands; wetlands of any size are regulated.

Wetlands are important to the public health, safety, and well-being because they filter silt and pollutants, reduce flooding, serve as aquifer discharge areas, and provide critical habitats for a wide range of fish and wildlife. Wetlands are fragile natural resources. Even building on the edge of a wetland will have significant environmental consequences. Some wetlands have important recreational and educational value providing opportunities for fishing, boating, hunting, and environmental education. Planning efforts should take into account the constraints of these areas.

The MDEP has identified wetlands located within Whiting, as illustrated on Map 5: Aquifers, Watersheds and Wetlands. These wetlands were identified as wetlands by aerial photo interpretation. Interpretations were confirmed by soil mapping and other wetland inventories, including on-site inspections. Field verification of the location and boundaries of the wetlands should be undertaken prior to development. The MDEP has jurisdiction over freshwater wetlands and floodplain wetlands under the Natural Resources Protection Act (NRPA)/Wetland Protection Rules and Site Location of Development Act. Finally, the Mandatory Shoreland Zoning Law provides protection to mapped non-forested wetlands that are over ten acres in size.

Wetland alterations can contribute to wetland loss, and to problems for residents such as lowered water tables and greater potential for flooding. The most common sources of alterations include commercial, residential and urban development; transportation and roads; floodplain development; pollution (including chemical deposition); peat mining; timber harvesting; and agriculture.

### **Rivers, Streams, and Brooks**

As defined by Maine's NRPA, a river, stream, or brook is a channel that has defined banks (including a floodway and associated flood plain wetlands) created by the action of the surface water. Whiting's rivers, streams and brooks, as illustrated on Map 5, include:

- |                   |                     |                     |
|-------------------|---------------------|---------------------|
| 1. Orange River   | 5. Blacks Brook     | 9. Cranes Brook     |
| 2. Holmes Stream  | 6. East Stream      | 10. and other named |
| 3. Lively Brook   | 7. Wheatfield Brook | and unnamed streams |
| 4. Reynolds Brook | 8. Josh Stream      |                     |

To assess what portion of Maine's rivers, streams, and brooks meet the goal of the Clean Water Act; MDEP uses bacteriological, dissolved oxygen, and aquatic life criteria. All river waters are classified into one of four categories: Class AA, A, B, and C. These classifications are defined by legislation, with Class AA being the highest classification with outstanding quality and high levels of protection. Class C, on the other end of the spectrum, is suitable for recreation and fishing yet has higher levels of bacteria and lower levels of oxygen. Below are the designated uses ascribed to Maine's water quality classification:



1. Class AA waters. Class AA shall be the highest classification and shall be applied to waters which are outstanding natural resources and which should be preserved because of their ecological, social, scenic or recreational importance.

- A. Class AA waters shall be of such quality that they are suitable for the designated uses of drinking water after disinfection, fishing, recreation in and on the water and navigation and as habitat for fish and other aquatic life. The habitat shall be characterized as free flowing and natural. [1985, c. 698, § 15 (new).]
- B. The aquatic life, dissolved oxygen and bacteria content of Class AA waters shall be as naturally occurs. [1985, c. 698, § 15 (new).]
- C. There may be no direct discharge of pollutants to Class AA waters, except storm water discharges that are in compliance with state and local requirements. [1999, c. 243, §8 (amd).] [1999, c. 243, §8 (amd).]

2. Class A waters. Class A shall be the 2nd highest classification.

- A. Class A waters shall be of such quality that they are suitable for the designated uses of drinking water after disinfection; fishing; recreation in and on the water; industrial process and cooling water supply; hydroelectric power generation, except as prohibited under Title 12, section 403; and navigation; and as habitat for fish and other aquatic life. The habitat shall be characterized as natural. [1985, c. 698, § 15 (new).]
- B. The dissolved oxygen content of Class A waters shall be not less than 7 parts per million or 75% of saturation, whichever is higher. The aquatic life and bacteria content of Class A waters shall be as naturally occurs. [1985, c. 698, § 15 (new).]
- C. Direct discharges to these waters licensed after January 1, 1986, are permitted only if, in addition to satisfying all the requirements of this article, the discharged effluent will be equal to or better than the existing water quality of the receiving waters. Prior to issuing a discharge license, the department shall require the applicant to objectively demonstrate to the department's satisfaction that the discharge is necessary and that there are no other reasonable alternatives available. Discharges into waters of this classification licensed prior to January 1, 1986, are allowed to continue only until practical alternatives exist. There may be no deposits of any material on the banks of these waters in any manner so that transfer of pollutants into the waters is likely. [1989, c. 890, Pt. A, §40 (aff); Pt. B, §62 (amd).] [1989, c. 890, Pt. A, §40 (aff); Pt. B, §62 (amd).]

3. Class B waters. Class B shall be the 3rd highest classification.

- A. Class B waters shall be of such quality that they are suitable for the designated uses of drinking water supply after treatment; fishing; recreation in and on the water; industrial process and cooling water supply; hydroelectric power generation, except as prohibited under Title 12, section 403; and navigation; and as habitat for fish and other aquatic life. The habitat shall be characterized as unimpaired. [1985, c. 698, § 15 (new).]
- B. The dissolved oxygen content of Class B waters shall be not less than 7 parts per million or 75% of saturation, whichever is higher, except that for the period from October 1st to May 14th, in order to ensure spawning and egg incubation of indigenous fish species, the 7-day mean dissolved oxygen concentration shall not be less than 9.5 parts per million and the 1-day minimum dissolved oxygen concentration shall not be less than 8.0 parts per million in identified fish spawning areas. Between May 15th and September 30th, the

- number of *Escherichia coli* bacteria of human origin in these waters may not exceed a geometric mean of 64 per 100 milliliters or an instantaneous level of 427 per 100 milliliters. [1985, c. 698, § 15 (new).]
- C. Discharges to Class B waters shall not cause adverse impact to aquatic life in that the receiving waters shall be of sufficient quality to support all aquatic species indigenous to the receiving water without detrimental changes in the resident biological community. [1985, c. 698, § 15 (new).] [1985, c. 698, § 15 (new).]
4. Class C waters. Class C shall be the 4th highest classification.
- A. Class C waters shall be of such quality that they are suitable for the designated uses of drinking water supply after treatment; fishing; recreation in and on the water; industrial process and cooling water supply; hydroelectric power generation, except as prohibited under Title 12, section 403; and navigation; and as a habitat for fish and other aquatic life. [1985, c. 698, § 15 (new).]
- B. The dissolved oxygen content of Class C water may be not less than 5 parts per million or 60% of saturation, whichever is higher, except that in identified salmonid spawning areas where water quality is sufficient to ensure spawning, egg incubation and survival of early life stages, that water quality sufficient for these purposes must be maintained. Between May 15th and September 30th, the number of *Escherichia coli* bacteria of human origin in these waters may not exceed a geometric mean of 142 per 100 milliliters or an instantaneous level of 949 per 100 milliliters. The board shall promulgate rules governing the procedure for designation of spawning areas. Those rules must include provision for periodic review of designated spawning areas and consultation with affected persons prior to designation of a stretch of water as a spawning area. [1989, c. 890, Pt. A, §40 (aff); Pt. B, §63 (amd).]
- C. Discharges to Class C waters may cause some changes to aquatic life, provided that the receiving waters shall be of sufficient quality to support all species of fish indigenous to the receiving waters and maintain the structure and function of the resident biological community. [1985, c. 698, § 15 (new).] [1989, c. 890, Pt. A, §40 (aff); Pt. B, §63 (amd).]

The Orange River and its tributaries, including Reynolds and Lively Brooks, above the highway bridge on US 1 are defined as Class A. Those waters draining directly or indirectly into tidal waters of Washington County, including impoundments of the Pennamaquan River, with the exception of the Dennys River Basin, the East Machias River Basin, the Machias River Basin, the Narraguagus River Basin and the Pleasant River Basin are Class B unless otherwise specified. Accordingly, all other streams, brooks and rivers in Whiting are Class B.

### Lakes and Ponds

The Town of Whiting has the following lakes and ponds:

1. Deep Cove (Part of Rocky Lake, also in Edmunds Twp. and Marion Twp.)
2. Eastern Lake
3. Gardner Lake (Also in Marion Twp. and East Machias)
4. Holmes Pond
5. Indian Lake

6. Josh Pond
7. Little Lake
8. Orange Lake
9. Roaring Lake
10. Rocky Lake (Also in Marion Twp. and Edmunds Twp.)
11. Sunken Lake (Also in Marion Twp.)
12. Western Lake

The state currently has a fish consumption advisory for all freshwaters due to the presence of elevated levels of mercury in fish tissue; therefore, all freshwaters are ‘listed’ for this contamination. Most of the mercury sources are from air emissions, the majority of which originate beyond Maine’s jurisdictional borders. The State has not provided mercury information for any lakes or ponds in Whiting. The town believes that testing must be done.

The Maine DEP has classified none of Whiting’s lakes or great ponds as threatened with pollution levels above state and federal acceptable levels, or as eutrophic, which results in a system that lacks sufficient oxygen needed to support fish stocks and other aquatic life. It is not clear whether testing by state agencies of Whiting’s lakes and great ponds has been done recently. The state has not provided phosphorous coefficient information for any lakes or ponds in Whiting. The town believes testing must be done.

### **Inventory and Analysis of Whiting’s Rivers, Streams, and Brooks**

1. Orange River. The Orange River is classified as an “A” body of water and is characterized as being marshy, shallow, and warm. Brown Trout have traveled from Rocky Lake into the river and there are small numbers of small brook trout that use the river during the spring when water temperatures are cool. It has a moderate value salmonid fishery. The Orange River’s waters, marshes, and adjoining uplands are extremely important wildlife habitats. These habitats are especially critical to waterfowl, especially wood ducks, black ducks, both teal, ring-necked ducks, and mergansers; common loons; American bitterns; birds of prey; many songbirds; and many mammals, such as moose, deer, bear, beaver, otter, and mink.

2. Holmes Stream is classified as a “B” body of water. It has a moderate wild brook trout fishery and a significant sea run trout fishery at its confluence with Holmes Bay. Holmes Stream is quite valuable for wildlife of the forest, e.g., moose, bear, deer, black ducks, wood ducks, and many species of songbirds. Where Holmes Stream enters Holmes Bay an important environment occurs where fresh water mixes with salt water. This interface creates a habitat that is rich in food organisms for many wildlife species. It is critical that Holmes Stream not carry a silt load that would smother the clam flats of Holmes Bay.

3. Lively Brook is a tributary of the Orange River and is classified as “A”. Like the Orange River, it is warm and has a low value salmonid fishery. The Lively Brook area is essential habitat for beaver, otter, mink, moose, deer, woodcock, black duck, wood duck, both teal, American Bittern, and many songbirds, especially warblers and sparrows.

4. Reynolds Brook also is a tributary of the Orange River and is class “A”. Reynolds Brook runs through a major moose area. The area where Reynolds Brook enters the Orange River, and

upstream for a distance, is important for the feeding, resting, and breeding of wood ducks, black ducks, ring-necked ducks, Least and American Bitterns. The area also harbors fisher, otter, and mink.

5. Blacks Brook is class “B”. It may contain some wild brook trout. Black’s Brook is a high-value wildlife habitat. It is a major flowage for beaver, otter, mink, and waterfowl. Waterfowl usages include: nesting, feeding, and resting for black ducks and ring-necked ducks; feeding and resting also for wood ducks, both teal, and mergansers. This is an important nesting area for American Bitterns; they have been nesting here for at least 35 years. Least Bitterns may nest here and Rails might be found here also. Many songbirds, especially sparrows and warblers, use this area, some for nesting. Pied-billed grebes use this area during migration. Several hawks frequent the Blacks Brook area.

6. East Stream is classified as a “B” body of water. It contains a high value fishery for wild brook trout. The East Stream area is of major importance for shorebirds, many species of songbirds, snipe, woodcock, eagles, osprey, other birds of prey (especially owls), and waterfowl - breeding, resting, feeding, and migrants. Moose, deer, fox, bobcat, and bear also are important in this area.

7. Wheatfield Brook is class “B”. Like Little Lake (below), Wheatfield Brook is high value habitat for moose, bear, deer, otters, mink, weasels, wood ducks, black ducks, and many species of songbirds.

8. Josh Stream is class “B” and contains a warm water pickerel and yellow perch fishery. Josh Stream and its marshes and adjacent uplands are extremely valuable habitats for these species: ducks (especially wood ducks, American Bittern, possibly Least Bittern, snipe, woodcock, rails, many species of songbirds, many birds of prey, moose, fisher, bear, deer, mink, otter, beaver and weasels. This area is high value wildlife habitat.

9. Crane’s Brook is class “B”. It is high value and critical wildlife habitat. Woodcock, grouse, deer, beaver, mink, otter, and many species of songbirds live in this area. Snowshoe hares and red foxes call this area a good home.

### **Inventory and Analysis of Whiting’s Lakes and Ponds**

1. Rocky Lake is stocked with Brown Trout and has a moderate (and rising) value salmonid fishery. Some smallmouth bass and pickerel also are in the lake, and wild brook trout enter the lake from Rocky Lake Stream. The lake received light recreational use. Rocky Lake is critical habitat for common loons (breeding), eagles, ospreys, ducks (especially black duck, wood duck, both teal), and shorebirds. Woodcock, rails, snipe, and many species of songbirds very commonly frequent the habitats adjacent to Rocky Lake. The lake and its environs are important major habitats for deer, bear, moose, otter, beaver, mink, fisher, fox, and other mammals.

2. Eastern Lake has a moderate value salmonid fishery and receives very light recreational use. Eastern Lake is one of those small but extremely necessary lakes required by waterfowl, rails, eagles, ospreys, loons, among other birds, as they move locally among water bodies. Again, this is an important area for mammals and fur bearers.

3. Gardner Lake has a high value cold water fishery that includes landlocked salmon. It received moderate recreational use and is the most heavily-developed lake in the area, although the level of development is characterized as moderate. Gardner Lake should be in the critical habitat program for eagles, ospreys, and loons. Waterfowl are of major importance here. Woodcock, grouse (both species), many songbirds, and all the usual mammals depend on the habitats adjacent to the lake for their needs.
4. Holmes Pond is a warm water pickerel pond that has a low value fishery. Holmes Pond and adjacent wetlands are important for many songbirds and some waterfowl. Like Eastern Lake, Holmes Pond is important as an auxiliary pond used by birds and mammals.
5. Indian Lake is stocked with brook trout and provides a moderate value fishery. Some smallmouth bass also are present in the lake. Indian Lake is host to breeding loons and should be safeguarded as such. Birds of prey and waterfowl use it and the adjacent habitat as part of their life cycles. A number of mammals make considerable use of Indian Lake.
6. Josh Pond is a warm water pickerel pond and provides a low value fishery. Josh Pond is extremely valuable to the ducks, loons, eagles, and ospreys that depend on it. Otters, mink, and beaver depend upon Josh Pond as their home. Abutting habitat is critical for moose, bear, woodcock, both species of grouse, and many songbirds.
7. Little Lake is part of the Orange River and is warm and shallow. It has a moderate value pickerel fishery. Little Lake is a valuable breeding area for wood ducks, black ducks, ring-necked ducks, loons, and a host of songbirds. Shorebirds and wading birds use the shallow water areas and marshy areas for feeding and resting. Moose, bear, otters, mink, and other mammals call this area home.
8. Orange Lake receives brown trout from Rocky Lake and has a moderate value salmonid fishery. Orange Lake is of high priority for breeding Common Bitterns and ducks (black duck, wood duck, ring-necked duck, and mergansers). The lake is a major feeding area for eagles, ospreys, and kingfishers. The marshes of Orange Lake and Stream should be checked for breeding Least Bitterns. This habitat is extremely important for songbirds, woodcock, and both species of grouse. This is a high priority area for moose, otter, deer, bear, fisher, hare, mink, and weasels.
9. Roaring Lake is a remote lake that receives very little recreational use and has a low value salmonid fishery. Roaring Lake, like all bodies of water in the Orange Lake/River Flowage complex, is of high value for wildlife. Loons, black ducks, wood ducks, ring-necked ducks, mergansers, American Bitterns breed here and use these habitats as long as they are ice-free. Breeding and migrant songbirds, rails, snipe, and shore birds are here. The lake and adjacent habitats are important homes for moose, fisher, marten, bobcats, hare, deer, bear, otter, other mammals, both species of grouse, and woodcock.
10. Western lake contains a few wild brook trout and is a moderate value fishery resource. Western Lake warrants the same wildlife comments as Eastern Lake and Roaring Lake. It should be noted that Bald Eagles and Ospreys, both on the threatened species list, use all these bodies of water and their adjacent habitat for feeding and roosting, and perhaps nesting.

**Flood Protection Measures**

The state has mandated minimum shoreland standards, required by the State Mandatory Shoreland Zoning Act, which Whiting has adopted. This ordinance serves to protect the lakeshores by restricting building to reduce flood damage and problems.

**Floodplains** - Floodplains are defined as areas adjacent to a river, stream, lake, or pond, which can reasonably be expected to be covered at some time by floodwater. The primary function of floodplains is their ability to accommodate large volumes of water from nearby overflowing channels and dissipate the force of flow by reducing the rate of flow through a widening of the channel. A floodplain may also absorb and store a large amount of water, later becoming a source of aquifer recharge. Floodplains also serve as wildlife habitats, open space and outdoor recreation, and agriculture without interfering with their emergency overflow capacity.

Intensive development on floodplains and flood prone areas will increase the severity of floods and cause flooding of previously unaffected areas. The major consequence of development in floodplains and flood prone areas is the widespread property damage (including failed septic systems) and loss of life that results from severe flooding. Other significant consequences include the public costs associated with cleanup and rebuilding, increased insurance costs, water contamination from toxic and hazardous materials, and septic and drinking water problems.

Development in floodplains, flood prone areas, and “special flood hazard areas” must be avoided. In addition, existing development and incompatible land use activities must not be permitted to expand and must be amortized for their eventual elimination, to the maximum extent possible. Whiting is fortunate to have marshland adjacent to ponds and streams, as that greatly reduces flood hazards to people. In Whiting, flooding has occurred along the Orange River.

The Town of Whiting does not participate in the Flood Insurance Program. Map 3: Topography and Floodplains shows Whiting’s special flood hazard areas inundated by 100-year flood in the areas around Holmes Bay and the Orange River. A base flood is that flood having a one percent chance of being equaled or exceeded in any given year. It is commonly called the 100-year flood. Therefore a base flood elevation would be defined as the elevation to which a body of water could be expected to rise during a 100-year flooding event. The accuracy of the special flood hazard area is only as good as the base map used to develop the Flood Insurance Rate Map (FIRM) (usually a USGS quadrangle map). For example if the flood elevation is 258 above sea level and the base map used to develop the FIRM had a 20 foot contour interval, it is obvious that judgment was used to locate the floodplain boundary between the 240 and 260 foot contour lines. The actual surveyed elevation on the ground prevails for permitting. FEMA has delineated the floodplain zone in Whiting by elevations on topographic maps. However, flooding occurs much more frequently in the immediate shoreland zone of Holmes Bay and the Orange River but this flooding has not been mapped by FEMA.

The National Flood Insurance Program will help to ensure the wise use of the floodplain area in Whiting and reduce the risk of property loss through proper permitting of all floodplain development and the availability of flood insurance. As a participating community every

property owner and renter in Whiting would be eligible to purchase flood insurance, regardless of their location. The availability of flood insurance solves many of the real estate/lending issues that occur in non-participating communities, or which could occur if the community were suspended from the program. [Floodplain insurance is required as a condition of a loan for structures in a floodplain.] An additional benefit of participation in the NFIP is that the community is eligible to apply for funds (on a competitive basis) under the 404 Post Disaster Hazard Mitigation Grant program. Also, in the event of a Presidentially declared disaster, residents will have access to forms of disaster assistance which are not available in non-participating communities.

### **Surface Water Protection**

Protection of Whiting's surface water takes place at the local, state, and federal levels, and sometime at more than one level simultaneously. At the local level, Whiting's surface water is protected through Shoreland Zoning, Subdivision Regulations, the Plumbing Code, Floodplain Management Ordinance and in the future by the Land Use Ordinance. Surface water protection at the state level encompasses: the Site Law, Public Water Supply Regulation, the Natural Resource Protection Act, Hazardous Law, and Underground Storage Tank Regulation. Finally, protection at the federal level consists of: Wetlands Protection, the Clean Water Act, the Resources Conservation and Recovery Act, the Safe Drinking Water Act, and the Superfund Amendments and Reauthorization Act.

### **Groundwater**

#### **Sand and Gravel Aquifers**

Aquifers may be of two types: bedrock aquifers and sand and gravel aquifers. A bedrock aquifer is adequate for small yields. A sand and gravel aquifer is a deposit of coarse-grained surface materials that often can supply large volumes of groundwater. Boundaries are based on the best-known information and encompass areas that tend to be the principal groundwater recharge sites. Recharge to these specific aquifers, however, is likely to occur over a more extensive area than the aquifer itself.

The Maine Geological Survey has identified several sand and gravel aquifers within Whiting, as shown on Map 5: Aquifers, Watersheds and Wetlands. The aquifers, the largest of which is located in the central part of town, mostly south of US 1, yield between 10 and 50 gallons per minute (GPM).

Map 5 can be used to identify surface sites that are unfavorable for storage or disposal of wastes or toxic hazardous materials. Sand and gravel aquifers generally store and yield a higher quantity and quality of groundwater than do bedrock wells. However, sand and gravel aquifers usually have a more permeable recharge area that is located closer to the ground surface than bedrock wells. As a result, wells drilled into sand and gravel aquifers **will become contaminated more easily** and impact a greater volume of water than wells drilled into bedrock.

It is important to protect groundwater from pollution and depletion. **Once groundwater is contaminated, it is difficult, if not impossible, to clean.** Contamination can eventually spread from groundwater to surface water and vice versa. Thus, it is important to take measures to prevent contamination before it occurs. Possible causes of aquifer and surface water contamination include faulty septic systems, road salt leaching into the ground, leaking above ground or underground storage tanks, agricultural run-off of chemicals and animal waste, auto salvage yards, and landfills. Protecting a groundwater resource and preventing contamination are the most effective and least expensive techniques for preserving a clean water supply for current and future uses.

Almost all groundwater contamination in Maine originates from non-point source pollution, rather than point source pollution. Most important non-point contamination sources include: agriculture (especially pesticides), hazardous waste spill sites, landfills, petroleum products and leaking underground storage tanks, road-salt storage and application, septic systems, saltwater intrusion, shallow well injection, and waste lagoons. In addition to these major sources, uses as diverse as golf courses, cemeteries, dry cleaners, burned buildings, and automobile service stations are potential threats to groundwater.

Groundwater flows according to geography, not municipal boundaries. Consequently, it is essential that all communities sharing groundwater resource and their recharge zones should work together to protect it. This regional cooperation includes coordination between towns to ensure consistent regulations and enforcement regarding this resource and development of regional water quality protection plan, as appropriate.

## **Water Quality Protection**

### **Point Source Discharge**

The Maine DEP Bureau of Land and Water Quality lists no discharges within the Town of Whiting.

### **Non-Point Source Pollution**

Threats to water bodies include non-point source pollution through erosion and sedimentation, also known as siltation. Rocks, sand, and dirt are considered pollutants, since these materials are part of the natural environment. However, as with many other things, it is the amount that counts. Natural systems are not adapted to receiving these materials, and the nutrients and toxics they carry, in the amounts associated with some human activities. "Rocks, sand and dirt" have been included in the federal Clean Water Act's definition of pollutant since its initial enactment in 1972, and are part of state law as well. Discharge of these materials can have serious adverse impacts on surface water quality and on the biological communities that inhabit our surface waters.

These pollutants carry nutrients to our waters and feed the algal growth that chokes some of our lakes resulting from an increase in phosphorus levels. Erosion occurs because of soil disturbances. Water-generated erosion causes the most severe damage when a site is undergoing



development. A serious consequence of erosion is sedimentation of water bodies, which can cause "algae bloom". All water bodies have the ability to absorb some phosphorus before there is an adverse impact on the quality of the water. However, when the phosphorus load to a waterbody becomes too great, the phosphorus acts as a fertilizer and causes algae to flourish.

Siltation in small streams reduces habitat required for fish spawning and for other aquatic life. This happens in two ways. Although fish and other forms of aquatic life encounter these materials every day, they are not adapted to encountering large or continuous amounts. Sand and dirt act as abrasives, damaging soft tissues such as gills. Sand and dirt also cover and clog the porous substrate in streams. This destroys habitat important for the support of small aquatic life forms, and for the protection of eggs. It also inhibits the flow of water necessary to keep the habitat aerated. Adverse effects are long term, impairing the habitat long after the visual presence of the silt in the water is gone.

Pollution from non-point source include agricultural run-off, both animal wastes and fertilizers and other chemicals, landfills, sand and salt storage, waste lagoons, roadside erosion, leaking underground storage tanks, and hazardous substances. Identification and regulation of these sites are important in safeguarding both surface and ground waters.

## **MARINE RESOURCES**

The locations of major shellfishing areas, worming areas, and fisheries are shown on Map 8: Marine Resources. Holmes Bay and Whiting Bay are shellfish habitats. Marine Resources. Holmes Bay and the Orange River outlet onto Whiting Bay are shellfish habitats, including clams. Anadromous Fish (like Salmon and Trout: fish that return from the sea to the rivers where they were hatched in order to breed) were found in the Orange River. See the Critical Natural Resources subsection below for more information on Atlantic Salmon. Catadromous Fish (like Eels: fish that spend most of their lives in fresh water but migrate to salt water to breed) are also found in the Orange River.

No major harbor facilities (wharves, docks, piers, mooring areas, etc.) are located within Whiting. Local fishermen use facilities in Edmunds and Lubec. There are no public access points to Holmes Bay within Whiting. There is only one unimproved right of way (at the head of the tide) in Whiting behind the Whiting Store.

As noted in the Employment and Economy section, Look's Canning, Whiting's largest employer, processes seafood, including clams, lobster and various species of fish. Located on SR 191 at Holmes Bay, in 1991 they employed 25 full-time and part-time workers. In 2001 they employed seven full-time and five part-time.

## **CRITICAL NATURAL RESOURCES**

### **Maine Natural Areas Program**

The Maine Natural Areas Program, within the Department of Conservation, identifies and maps rare plants and exemplary natural communities. A natural community is defined as an

assemblage of interacting plants and animals and their common environment, recurring across the landscape, in which the effects of human intervention are minimal.

**Rare and Unique Botanical Features** - Rare and unique botanical features include the habitat of rare, threatened, or endangered plant species and unique or exemplary natural communities. The Maine Natural Areas Program documented the rare and unique botanical feature of Mixed Graminoid Shrub Marsh (Grassy Shrub Marsh) in Whiting as last documented by State biologists in 1999. This species is rated S-5: demonstrably secure in Maine. Its habitat is mineral-soil marshes in various settings, some by beaver dams, others in temporarily to semipermanently flooded basins. The vegetation will vary depending on the topography of the basin; tall graminoids are common, and may be mixed with shrubs. No particular species are identified in the State definition.

### **Wildlife Habitats**

Conserving an array of habitats and their associated wildlife species provides biological diversity and ensures that wildlife and human populations remain healthy. To feed, reproduce, and rest, wildlife needs a variety of food, habitats, water, and space. Development has negative impacts on these, resulting in the loss of vital habitats and diversity, reduced wildlife populations, the fragmentation of habitats, and the loss of open space and travel corridors. Wildlife and wildlife habitats are important economic values for the town and contribute significantly to the happiness and well-being of residents.

**Essential Wildlife Habitats** - Essential Wildlife Habitats are defined under the Maine Endangered Species Act as a habitat "currently or historically providing physical or biological features essential to the conservation of the species" as identified by MDIFW. The Maine Endangered Species Act is designed to protect threatened and endangered species. Whiting has one Bald Eagle Nest Site and many roosting sites. See Map 7: Critical Resources. Residents have observed eagles along most of Whiting's lakes, streams, and bays.

**Atlantic Salmon** - In December 1999, the State of Maine banned angling for Atlantic salmon statewide. In November 2000, the National Marine Fisheries Service and the US Fish and Wildlife Service officially declared as endangered the Atlantic salmon populations in eight Maine rivers (Dennys, East Machias, Machias, Pleasant, Narraguagus, Ducktrap and Sheepscot rivers and Cove Brook).

Accordingly, it is unlawful to angle, take, or possess any Atlantic salmon from all Maine waters (including coastal waters). Regarding the above-mentioned rivers, any salmon incidentally caught must be released immediately, alive and uninjured. Atlantic salmon must not be removed from the waters.

It should be noted that fishing for Landlocked Atlantic Salmon (*Salmo salar*) also known as Sebago Salmon and Quananiche, is permitted throughout Maine under general fishing regulations.

In an attempt to preserve Atlantic salmon habitat, the state has begun negotiations for the

outright purchase of lands in applicable watersheds and for obtaining conservation easements and stricter state regulations in these areas.

State purchases and conservation easements to protect salmon habitat are of important economic concern to the affected communities. To date, principally affected communities, in which significant parcels have or may become tax-reduced or tax-exempt, include Columbia Falls, Dennysville and East Machias. Tributaries of listed rivers will themselves be the subject of conservation as well. Regionally, the salmon listing has affected aquaculture industries, which employ area residents.

**Significant Wildlife Habitat** - Significant Wildlife Habitats, as defined in the NRPA, are illustrated on Map 7: Critical Resources. Whiting has one state recognized deer wintering area northeast of the village. Within Whiting there is one Least Bittern rare wildlife area. Whiting's primary waterfowl habitat is along Whiting Bay, the Orange River, and along Holmes Bay; its wading bird habitat is principally Holmes Bay and Whiting Bay. Inland waterfowl and wading bird habitats, including nesting and feeding areas are found throughout the central and northern parts of town. See Map 7.

The reader should note that the data sources used to compile Map 7 are statewide coverages and may not fully represent the full extent and distribution of important species in the Town of Whiting. Town officials record that all water bodies in Whiting contain Inland Wading Bird and Waterfowl Habitat and not only those noted in the data coverages provided by State agencies.

## **PUBLIC ACCESS POINTS**

There are three unimproved boat landing facility within the town. One provides access to the Orange River, from the Landing Road off Playhouse Lane, a half-mile or so west of the town center; it is lightly used. The Quoddy Regional Land Trust recently acquired this land and has guaranteed public access to the boat landing. A town right of way off Halls Mills Road to Orange Lake provides access to the shore, and the state has developed a third landing on Rocky Lake, with access off Halls Mills Road, and is interested in securing private land between US1 and Indian Lake to guarantee public access to that lake. Improved boat landing facilities exist on Gardner Lake in nearby East Machias.

## **OVERALL SITUATION**

Future land use ordinances must consider the location of important soils, aquifers, critical natural resources, wildlife habitats, resource lands, and discourage development in those regions. Properly managed forests can be used as effective buffers and environmental tools in the protection of waters and wildlife resources. It is imperative to ensure water quality for the benefit and use of future generations.

## **POLICIES AND IMPLEMENTATION**

In order to protect and preserve the natural resources within the town of Whiting, the town will continue to update local land use regulations to maintain consistency with the minimum State of

Maine requirements. The town has adopted shoreland zoning regulations which protect the lakes, ponds, ocean, wetlands and aquifers within the borders of Whiting. The town has developed the following policies and implementation strategies to further protect and preserve the natural resources:

1. In order to protect the existing waterfowl/wading bird habitats and deer wintering areas within the town, protection provisions will be included in the Land Use Ordinance. The Land Use Ordinance will require that when landowners, project planners, municipalities or state agencies propose a development in or near the site of an Essential Habitat or Significant Habitat, a Maine Department of Inland Fisheries and Wildlife Biologist must be contacted for immediate assistance. Early consultation will help resolve avoidable conflicts and prevent unnecessary delays and economic pitfalls that might otherwise arise during final project reviews.

Responsibility: Planning Board

Time Frame: Immediate (*To be accomplished within two years*)

2. The Shoreland Zoning Regulations will be updated when necessary to increase their effectiveness, (e.g., by increasing their buffer zone), maintain compliance with minimum State and Federal regulations and reflect the local needs of the community.

Responsibility: Planning Board

Time Frame: Ongoing

3. The Planning Board will monitor the effectiveness of the regional water quality protection measures and insure preservation during the next decade.

Responsibility: Planning Board

Time Frame: Ongoing

4. The town will inventory lake watersheds, major rivers, streams and brooks and will develop a Watershed Management Plan based on the inventory and on the phosphorous concentrations found.

Responsibility: Planning Board, or subcommittee established by selectmen

Time Frame: Immediate (within two years)

5. As part of the Land Use Ordinance, the town will inventory soil types and identify their uses and limitations.

Responsibility: Planning Board or subcommittee established by selectmen

Time Frame: Immediate (within two years)

6. As part of the Land Use Ordinance, the town will consider increasing the size of the current 100-foot buffer zone between a farmer's productive fields and new incompatible development.

Responsibility: Planning Board

Time Frame: Immediate (within two years)

7. When it revises its Shoreland Zoning Regulations, the town will consider including unmapped wetlands within the regulations, and will consider establishing a 300-foot buffer around at least mapped wetlands (see Map 6 of this Comprehensive Plan) within which development would be prohibited.

Responsibility: Planning Board  
Time Frame: Ongoing

8. The town will participate in the Federal Flood Insurance Program.

Responsibility: Select Board  
Time Frame: Immediate

9. The town will develop a water monitoring program to establish baseline data for on-going water quality monitoring on all lakes and streams in Whiting. In part, the town will use this data in conjunction with soil and septic system data to identify potential impacts on the town's lakes and water quality resulting from the conversion of seasonal dwellings to year-round housing. The town will support such an effort through local monies, seek assistance from the Volunteer Lakes Monitoring Program in Turner (VLMP, 225-2070, vlmp@megalink.net), and seek grants to support a volunteer organization to implement the program.

Responsibility: Select Board.  
Time Frame: Immediate (within 2 years, as finding allows).

10. The town will install an invasive aquatic plant warning sign, to be obtained from VLMP, at the boat landing on the Orange River off Playhouse Lane, at the Rocky Lake landing off Halls Mills Road, and at any future public landings.

Responsibility: Select Board.  
Time Frame: Immediate (To be accomplished within two years).

11. The town will inventory sources of surface and groundwater discharge that result from failing or inadequate septic systems and make application to the Small Community Grant Program to upgrade these septic systems.

Responsibility: Selectmen  
Time Frame: Immediate (To be accomplished within two years.)

## **SUMMARY**

The natural resources of our town contribute greatly to our quality of life. We want to maintain, and enhance if possible, the natural resources we have. We currently protect some of our natural resources with locally-adopted shoreland zoning regulations. We will update these ordinances, as required, so they are consistent with the minimum requirements of state and federal regulations. We plan to conduct an inventory of stream and lake watersheds to assess the environmental impacts of development. This will help us determine ways to protect our lakes from degradation, prevent soil erosion and protect fish and wildlife habitat while allowing sensible development to continue. To protect our natural resources more comprehensively, Whiting must act cooperatively with its neighbors in a regional effort.

## E. EMPLOYMENT AND ECONOMY

This section of the Comprehensive Plan examines several economic indicators to assess the economic health of our community. The goal of the Employment and Economy section is to develop policies which promote an economic climate in Whiting that increases the town's tax base, improves job opportunities for local residents needing employment and encourages overall economic well-being.

### INCOME

Median household income and the percent change over the recent period are shown in Tables 1 and 2. Whiting's median household income has been increasing since 1990 but is projected to remain constant from 2001 to 2006. Whiting's median household income surpasses and will likely continue to surpass the county's median household income, but not the state's. During the last intercensal period, Whiting experienced a considerably improved median household income increase of more than 35%, while Washington County saw almost a 30% increase, and the state had an increase of almost 34%.

**Table E-1**

<b>MEDIAN HOUSEHOLD INCOME</b>				
	U.S. Census		Claritas Forecast	
	1989	1999	2001 Est.	2006 Projection
Whiting	\$20,892	\$28,304	\$28,750	\$28,750
Washington County	\$19,967	\$25,869	\$26,008	\$27,868
Maine	\$27,896	\$37,240	\$37,592	\$40,994

Source: U.S. Census, Claritas

**Table E-2**

<b>MEDIAN HOUSEHOLD INCOME CHANGE</b>	
	1989-1999
Whiting	35.5%
Washington County	29.6%
Maine	33.5%

Source: U.S. Census

Table 3 shows the income distribution for residents of Whiting and Washington County from the 2000 Census. The median household income in Whiting is greater than found in Washington County as a whole, while the per capita income is lower.

Table E-3

Income in 1999: 2000 Census	Whiting		Washington County	
	Number	Percent	Number	Percent
<b>Households</b>	<b>169</b>	<b>100.0</b>	<b>14,119</b>	<b>100.0</b>
Less than \$10,000	23	13.6	2,515	17.8
\$10,000 to \$14,999	13	7.7	1,745	12.4
\$15,000 to \$24,999	38	22.5	2,579	18.3
\$25,000 to \$34,999	29	17.2	2,156	15.3
\$35,000 to \$49,999	35	20.7	1,833	13.0
\$50,000 to \$74,999	26	15.4	668	4.7
\$75,000 to \$99,999	2	1.2	318	2.3
\$100,000 to \$149,999	3	1.8	74	0.5
\$150,000 or more	0	-	120	0.8
Median household income (dollars)	28,304	-	25,869	-
Per capita income (dollars)	13,771	-	14,119	-

Source: U.S. Census

Table 4 shows the sources of income for residents of Whiting and Washington County in 1989, the most recent year for which the data is available. Of those households surveyed, most derived their primary source of income from wage and salaried positions. This figure was almost 9% greater for Whiting than for Washington County. Wage and salary employment is a broad measure of economic well-being but does not indicate whether the jobs are of good quality. Wage and salary income includes total money earnings received for work performed. It includes wages, salary, commissions, tips, piece-rate payments and cash bonuses earned before tax deductions were made. Only 4% of Whiting's residents report self-employment income from farming, but that figure was twice the county average. Interestingly, just over 40% of Whiting residents earned interest, dividend or rental income, while that figure was less than 30% for the county. Percentage wise, slightly fewer residents in Whiting collect social security income (almost 31%) than do residents of the county. Social Security income includes Social Security pensions, survivor's benefits and permanent disability insurance payments made by the Social Security Administration, prior to deductions for medical insurance and railroad retirement insurance from the U.S. Government. Less than 10% of Whiting's residents received public assistance. Public assistance income includes payments made by Federal or State welfare agencies to low-income persons who are 65 years or older, blind, or disabled; receive aid to families with dependent children; or general assistance.

Table E-4

<b>Income Type in 1989</b> (Households often have more than one source of income, as seen here)	<b>Whiting</b>		<b>Washington County</b>	
	<b>Number</b>	<b>Percent</b>	<b>Number</b>	<b>Percent</b>
<b>Households</b>	<b>150</b>	<b>100.0</b>	<b>13,474</b>	<b>100.0</b>
With wage and salary income	115	76.7	9,131	67.8
With nonfarm self-employment income	31	20.7	2,483	18.4
With farm self-employment income	6	4.0	349	2.6
With Interest, Dividend, or Net Rental Income	61	40.7	3,660	27.2
With Social Security income	46	30.7	4,675	34.7
With public assistance income	14	9.3	1,766	13.1
With retirement income	50	33.3	2,403	17.8

Source: U.S. Census

Table 5 shows poverty status in Whiting and Washington County from the 2000 Census. The income criteria used by the U.S. Bureau of Census to determine poverty status consist of a set of several thresholds including family size and number of family members under 18 years of age. In 2000, the average poverty threshold for a family of four persons was \$17,050 in the contiguous 48 states (U.S. DHHS). Over Fifteen percent of Whiting's families were listed as having incomes below the poverty level, which included 88 individuals. Percentage wise this figure is somewhat higher than for Washington County.

Table E-5

<b>Poverty Status in 1999</b> Below poverty level	<b>Whiting</b>		<b>Washington County</b>	
	<b>Number</b>	<b>Percent</b>	<b>Number</b>	<b>Percent</b>
<b>Individuals</b>	<b>88</b>	<b>22.2</b>	<b>6,272</b>	<b>19.0</b>
Persons 18 years and over	57	17.8	4,524	17.8
Persons 65 years and over	8	11.4	1,076	19.2
<b>Families</b>	<b>17</b>	<b>15.3</b>	<b>1,319</b>	<b>14.2</b>
With related children under 18 years	11	30.6	861	20.3
With related children under 5 years	4	66.7	312	23.5

Source: U.S. Census

## LABOR FORCE AND EMPLOYMENT

The labor force is defined as all persons who are either employed or are receiving unemployment compensation. Table 6 shows the distribution of persons aged 16 and above who are in or out of the workforce for Whiting and Washington County. Whiting has a higher percentage of residents who are not in the workforce than does the county. This is due to the higher number of retirees living in town, as seen in both the higher median age of Whiting residents and the greater percentage of the town residents receiving retirement income as compared to the county as a whole.

Table 6 also shows that in 2000, the most recent year for which town data is available, 1.8 percent of the town's residents were unemployed, while countywide almost 5% were unemployed. The Census figure for the town, however, is considered by many residents to underestimate the unemployment rate. The unemployment levels can in part be explained by the greater reliance on seasonal, agricultural, marine, and craft based work in rural areas. Such



seasonal work is less likely to be reported in census data. In fact, a significant informal economy exists, especially in natural resource based jobs, in which residents supplement reported incomes with seasonal wages.

The lack of public transportation in rural areas inhibits employment for many residents living on the margin. Residents of larger, service center communities are more likely to be able to walk to work or carpool to jobs, as most employment opportunities and transportation alternatives tend to be located in those service centers. Without a car, most residents of Whiting would not be able to get to work, and when unemployed or underemployed in a minimum wage job, many are often unable to maintain a vehicle that can get them to the service centers for work.

Table E-6

<b>Labor Force Status: 2000</b>	<b>Whiting</b>		<b>Washington County</b>	
<b>Subject</b>	<b>Number</b>	<b>Percent</b>	<b>Number</b>	<b>Percent</b>
<b>Persons 16 years and over</b>	<b>337</b>	<b>100.0</b>	<b>27,214</b>	<b>100.0</b>
In labor force	185	54.9	15,500	57.0
Civilian labor force	185	54.9	15,354	56.4
Employed	179	53.1	14,042	51.6
Unemployed	6	1.8	1,312	4.8
Armed Forces	0	-	146	0.5
Not in labor force	152	45.1	11,714	43.0

Source: US Census

Table 7 shows the employed population by industry for Whiting and Washington County. The size of the labor force, its distribution by industry, and how it is employed are important factors to consider when planning for future economic development. The plans for a new business or the expansion of an already existing one must be based on the assessment of available labor, in addition to the potential consumer market. It is important for the labor force to be appropriately trained to meet the job market needs.

The top four sectors of employment for Whiting residents in order are: 'Education, health and social services'; 'Public administration'; 'Manufacturing'; and 'Transportation, warehousing, utilities info'. For the county, the top four sectors of employment are: 'Education, health and social services'; 'Manufacturing'; 'Agriculture, forestry, and fisheries, mining'; and 'Retail trade'. Within the small number of employment opportunities for Whiting residents, there is a good diversity of occupations. However, while there is not one single employer for the town's residents, most businesses are ultimately dependent on one another for their individual success. The locally based retail service jobs would be in jeopardy without the availability of manufacturing and service sector jobs in Whiting and the region.

Manufacturing and similar labor-intensive employment opportunities have provided a base historically for Washington County residents, but as seen throughout the nation and the region, these sectors have declined steadily over the past three decades. Oftentimes, lower paying service sector jobs have replaced lost manufacturing jobs but in Washington County, the creation of such service sector jobs has not outpaced the demise of the manufacturing base.

A recent example of this can be seen in the closing of the canning factory in Lubec, which has produced more unemployment in the area to the detriment of our local economy. Some residents observe that there are not enough jobs of any consequence forcing some to leave the area to find work elsewhere. Others see a skills mismatch between the limited but available jobs requiring managerial skills, and an untrained labor force, lacking the necessary experience to fill these positions.

Table E-7

Employment Characteristics: 2000	Whiting		Washington County	
	Number	Percent	Number	Percent
<b>INDUSTRY</b>				
<b>Employed persons 16 years and over</b>	<b>179</b>	<b>100.0</b>	<b>14,042</b>	<b>100.0</b>
Agriculture, forestry, and fisheries, mining	14	7.8	1,531	10.9
Construction	5	2.8	944	6.7
Manufacturing	20	11.2	1,968	14.0
Wholesale trade	6	3.4	384	2.7
Retail trade	9	5.0	1,521	10.8
Transportation, warehousing, utilities info	19	10.6	581	4.1
Information	3	1.7	146	1.0
Finance, insurance, and real estate	5	2.8	433	3.1
Professional, scientific, management, administrative, and waste management services	8	4.5	438	3.1
Education, health and social services	43	24.0	3,694	26.3
Arts, entertainment, recreation, accommodation and food services	13	7.3	779	5.5
Other services (except public administration)	12	6.7	642	4.6
Public administration	22	12.3	981	7.0
<b>CLASS OF WORKER</b>				
Private wage and salary workers	113	63.1	9,225	65.7
Government workers	57	31.8	2,882	20.5
Self-employed workers	6	3.4	1,886	13.4
Unpaid family workers	3	1.7	49	0.3

Source: US Census

## SALES

Taxable sales are one of the few available indicators of the actual size, growth, and character of an economic region. Table 8 presents information on taxable sales of consumer goods by sector for Washington County, and the total amount of taxable sales for Whiting. The Maine Revenue Services does not provide information on taxable sales disaggregated by retail sector at the municipal level for Whiting because of the town's small size. All figures are in real dollars, not adjusted for inflation, and represent only taxable sales. Whiting had a significant increase in total taxable sales for the period of 1997 to 2001; more than four times the countywide increase. Consumer sales constituted more than 96 percent of total taxable sales for Whiting in 2000. At the county level, total consumer sales constituted more than 92 percent of total taxable sales.

Table E-8

TAXABLE SALES (in thousands of dollars)						
	Washington County			Whiting		
Selected Retail Sectors	Annual Total Sales 1997	Annual Total Sales 2001	1997- 2001 % Chg	Annual Total Sales 1997	Annual Total Sales 2001	1997- 2001 % Chg
Business Operating	11402.6	13034.7	14.3%	NA	NA	--
Building Supplies	21905.9	23544.8	7.5%	NA	NA	--
Food Store	32566.6	29833.2	-8.4%	NA	NA	--
General Merchandise	35580.7	50200.5	41.1%	NA	NA	--
Other Retail	9351.9	9552.9	2.1%	NA	NA	--
Auto Transportation	29910.3	27284.1	-8.8%	NA	NA	--
Restaurant/Lodging	23299.4	25338.6	8.8%	NA	NA	--
Total Consumer Sales	152733.2	165722.4	8.5%	959.3	1286.3	34.1%
Total Taxable Sales	164017.4	178788.8	9.0%	969.8	1336.1	37.8%

Source: Maine Revenue Service

Below are the definitions of each retail sector:

Consumer Retail Sales: Total taxable retail sales to consumers.

Total Retail Sales:	Includes Consumer Retail Sales plus special types of sales and rentals to businesses where the tax is paid directly by the buyer (such as commercial or industrial oil purchase).
Building Supply:	Durable equipment sales, contractors' sales, hardware stores and lumberyards.
Food Stores:	All food stores from large supermarkets to small corner food stores. The values here are snacks and non-food items only, since food intended for home consumption is not taxed.
General Merchandise:	In this sales group are stores carrying lines generally carried in large department stores. These include clothing, furniture, shoes, radio-TV, household durable goods, home furnishing, etc.
Other Retail:	This group includes a wide selection of taxable sales not covered elsewhere. Examples are dry good stores, drug stores, jewelry stores, sporting good stores, antique dealers, morticians, bookstores, photo supply stores, gift shops, etc.
Auto Transportation:	This sales group includes all transportation related retail outlets. Included are auto dealers, auto parts, aircraft dealers, motorboat dealers, automobile rental, etc.
Restaurant/Lodging:	All stores selling prepared food for immediate consumption. The Lodging group includes only rental tax.

## COMMUTER PATTERNS

According to the Census, Whiting's workforce overwhelmingly commutes by private vehicle. The second largest segment commutes by carpools, and the third use public transportation.

Table E-9

COMMUTING TO WORK: 2000	Whiting		Washington County	
	Number	Percent	Number	Percent
<b>Workers 16 years and over</b>	179	100.0	<b>13,743</b>	<b>100.0</b>
Drove alone	133	74.3	10,444	76.0
In carpools	21	11.7	1,657	12.1
Using public transportation	11	6.1	64	0.5
Using other means	8	4.5	162	1.2
Walked	2	1.1	722	5.3
Worked at home	4	2.2	694	5.0

Source: US Census

## EMPLOYERS

With the exception of Look's Canning Company, most firms located in Whiting employ just a few people each. Whiting's employers are listed and briefly described below:

- 1. Dr. Julia Arnold** is a General and Comprehensive Physician. In business in Whiting for two years, Dr. Arnold has three full-time employees.
- 2. Chris's Greenhouse** is a small-scale business selling plants. Two part-time people work there.
- 3. Due East Real Estate** is a property management and real estate business with one full-time employee.
- 4. Gatcomb Plumbing and Heating** had two full-time employees in 1991. In 2001 this business employed four people on a full-time basis.
- 5. H & S Construction (Alvin Hall)** delivers oil to businesses and homes. In colder weather hauling wood and plowing are done. In warmer weather groundwork and growing and harvesting blueberries are part of the business. In 1991 this business employed five or six full-time workers. In 2001 there are four full-time employees.
- 6. Look's Canning** has been in business for 85 years. This company, Whiting's largest employer, cans seafood items as well as beans and Indian Pudding. In 1991 they employed 25 full-time and part-time workers. In 2001 they employed seven full-time and five part-time.

**7. Puffin Pines Country Gift Store** has been in existence nearly forty years under four sets of owners. There are two full-time employees currently. We believe this is the same as it was in 1991.

**8. Quoddy Regional Land Trust** is a non-profit, membership based organization dedicated to the conservation and enhancement of open space, wild life and natural resources. In 1991 this organization employed one part-time employee. In 2001 there are two full-time and 3 part-time employees.

**9. Whiting Bed and Breakfast** is a seasonal business staffed by two people. There are four units available during the season - spring to autumn.

**10. Whiting School** is a public school for grades K-8. Three full time teachers, one full time aide and one half time special education teacher are currently employed there. Ten years ago the school had three full time teachers and some half time staff.

**11. Whiting Store** is a convenience store and gas station with a small deli. The current owner bought this store two years ago. They employ three full-time workers and one part-time worker.

**12. Eastern Plumbing and Heating** has been in business for four years. One part time and five full time employees work there.

## REGIONAL ECONOMY

The WCCOG provided a summary of socio-economic changes as part of its contract with the town. The major regional economic issue is the need to create more well paying jobs. Eastern Maine Development Corporation is the regional group charged with economic development assistance in Washington County. Assistance for businesses can also be had through SBA, University of Maine Cooperative Extension, and SCEC.

The town is very dependent on surrounding towns for jobs. Many residents commute to jobs in Machias and Calais. Some even commute as far as Ellsworth and Bangor. Seasonal fluctuations of employment are significant for many businesses in food processing as well as holiday related businesses. Some of the major Washington County regional employers include:

Table E-10

Business	Industry	Location	Approx. # of Employees (or range of employees)
Domtar (formerly Georgia Pacific)	Paper Mill	Baileyville	565
Atlantic Rehab and Nursing Cent	General Medical	Calais	75
Calais Regional Hospital	General Medical and Surgical Hospital	Calais	203
Calais School Dept.	Public School	Calais	136
Thomas Di Cenzo, Inc.	General Contractors	Calais	100-249
Eastern Maine Electric Co-op	Electric Services	Calais	100-249

<b>Business</b>	<b>Industry</b>	<b>Location</b>	<b>Approx. # of Employees (or range of employees)</b>
Wal-Mart	Dept. Store	Calais	181
Shop 'N Save	Grocery Store	Calais	100-249
School Union 104	Public Schools	Eastport	129
SAD 19	Public Schools	Lubec	55
SAD 77	Public Schools	East Machias	100
Regional Medical Center at Lubec	General Medical	Lubec	140
Ocean View Nursing Home	Skilled Nursing Care	Lubec	56
Washington Academy	Private School	East Machias	48
Cherryfield Foods, Inc	Agriculture, Food Processing	Cherryfield	154
Worcester Wreath	Crafts	Harrington	136
Down East Community Hospital	General Medical and Surgical Hospital	Machias	249
School Union 102 Machias.	Public Schools	Machias	137
Maine Wild Blueberry Co	Food Processing	Machias	100-249
Marshall's Health Care Facility	Skilled Nursing Care	Machias	113
Shop 'N Save	Grocery Store	Machias	100-249
University of Maine at Machias	University	Machias	163
Atlantic Salmon of Maine	Aquaculture, Food Processing	Machiasport	100-249

Source: Maine Dept. of Labor (4<sup>th</sup> Quarter of 2000), Maine 2001 Manufacturing Guide and telephone surveys.

### ***Public Opinion on Economic Development***

In 2001, WCCOG conducted a survey on the regional economy and found that the residents of Washington County understand many of the economic difficulties we face. A clear desire to protect existing residential land use patterns and businesses was observed. Slightly less than half of the respondents preferred shopping in strip malls and enclosed malls, which may help explain why many make regular trips to places like Ellsworth and Bangor despite the distance. Slightly more than half of the respondents preferred shopping in their local downtowns and the same percentage would like to see more retail development of independently owned stores occur in their own downtowns.

The need for affordable housing was evenly split between respondents, although a majority believed that downtown areas often lacked such housing.

There was strong agreement on the need for more employment opportunities and high-tech and related sectors attracted considerable attention. Opportunities in natural resource based occupations also drew much support. An understanding of the need for well-paying jobs, along with training, rather than minimum wage service sector positions, was clearly expressed.

Whiting also relies on surrounding towns for many goods and services. For example, Machias and Calais serve as the major retail centers for Washington County. Residents also depend on

Machias and, to a lesser extent, Calais and Ellsworth for health care.

## **SUMMARY OF MAINE'S FINANCIAL INCENTIVES**

Below are listed incentives to financially assist the Town of Whiting and its businesses.

### ***Business property Tax Reimbursement Program (BETR)***

This program returns all local property taxes paid on eligible new business property placed in service or constituting construction in progress after April 1, 1995. Taxes on this property may be reimbursed by the State for a maximum of 12 years. The definition of qualified business property for this program is broad and specified by law. Eligible property includes certain property affixed or attached to a building or other real estate if it is used to further a particular trade or business on that site, and so may include property that would be classified as real property for other purposes.

### ***Tax Increment Financing (TIF)***

A Tax Increment Financing (TIF) District is an area within a municipality that is designated as a development district to allow the municipality to financially support a business development program using the revenue stream of new property taxes that will result from improvements made to the property. When forming a TIF district, a community may either fund a portion of the necessary improvements or return a percentage of the incremental tax revenue to the company to help offset project costs. The maximum term for a TIF district is 30 years, except in instances where the municipality issues bonds to finance a project, in which case the maximum term is 20 years.

### ***Employment Tax Increment Financing (ETIF)***

This program provides firms that add fifteen or more qualified employees within a two-year period with a reimbursement of between 30 and 50 percent of those employee's Maine income tax withholdings, for a period of up to ten years. To qualify, employees must be paid a wage equal to or above the average per capita wage in their labor market area and be provided group health insurance and access to an ERISA qualified retirement program. The company must also demonstrate that ETIF funding is an essential component of the expansion project's financing. Payments are made directly to the employer by the State. Businesses are prohibited from receiving ETIF and the Maine Jobs and Investment Tax Credit (JITC) concurrently. An ETIF-approved firm may elect to take the JITC, but must then receive the total amount of the available credit prior to receiving ETIF benefits.

### ***Economic Development Rate Programs through Electric Utility Companies***

Bangor Hydro Electric Company and Maine Public Service Company have economic development rate programs. While each program is slightly different, all offer incentives to new and existing businesses.

***Maine Quality Centers***

Sponsored through the Maine Technical College system, Maine will respond to expansion or relocation labor force training needs through a single point of contact and rapid response. The program includes recruitment, assessment, workplace literacy, computer literacy, competencies training, and technical skills training. Maine also offers apprenticeship, continuing education, and customized school-to-work initiatives.

***Governor's Training Initiative (GTI)***

This grant program is available to eligible businesses in Maine for training and retraining employees. 'Training' services potentially funded under this program include: recruitment, screening and assessment, workplace literacy, workplace safety, technical training, on-the-job training, higher education, essential work competencies, job task analysis, specialized training, technical assistance on work force capacity issues, worker training plans, small business training, and technical assistance. Employers must provide a statement of commitment to long-term operation in Maine, provide training for new hires in occupations where there is not already a sufficient supply of trained workers, pay wages which are least equal to 85% of the average wage for that occupation in that labor market, and provide at least 50% of the premium cost of employee health insurance (except for businesses with fewer than 25 employees and in operation less than three years). Applications are made to the Maine Department of Labor.

***University of Maine Cooperative Extension (UMCE) for Washington County***

With offices in Machias, UMCE offers assistance to businesses including:

- Workshops: Potential and existing small business owners are assisted to evaluate reliable information and make appropriate decisions regarding start-up, continuance or expansion of their business
- Individual Consultation at Individual's Office and Telephone Consultations
- Business Clinics: Small and home-based business owners are assisted to assess their business needs and define goals to enhance their personal leadership in creating successful, profitable and socially conscious businesses.
- UMCE initiates collaborative efforts and cooperative partnerships with other business-assist organizations in Maine.

***Community Development Block Grant Business Assistance and Economic Development Infrastructure Programs (CDBG)***

Through the Business Assistance Program, funds are available to local units of government (except Bangor, Portland, Lewiston and Auburn) which in turn loan or grant these funds to businesses which create or retain jobs for low and moderate income persons and have a significant impact on a local or regional economy. The maximum award amount to a community



is \$300,000. The Department of Community and Economic Development accepts community applications on an ongoing basis.

The Economic Development Infrastructure Program provides Maine communities (same exceptions as above) with funds to develop or rehabilitate public infrastructure so that existing and new non-retail businesses can create or retain jobs for low and moderate-income individuals. The maximum community grant amount is \$400,000. (For information on application deadlines please call Eastern Maine Development Corporation).

### ***Maine Investment Tax Credit***

This is an income tax credit for machinery and equipment used directly in production and is worth 1% of the cost of such machinery and equipment per year over five years (a total credit of 5%). Note that, beginning in income tax years ending on or after July 1, 1997, this credit is not available to taxpayers receiving 100% reimbursement of property taxes under the Business Equipment Property Tax Reimbursement Program (BETR). A taxpayer receiving any less than 100% reimbursement, however, is still entitled to this credit. This program is an alternative to the BETR program if it proves advantageous to the company.

### ***Jobs and Investment Tax Credit***

This program provides a Maine income tax credit for investments in most types of personal property that generate at least 100 new jobs within two years of the date the investment is placed in service. The credit is tied to Federal investment tax credit (section 38) and is limited to \$500,000 per year, with carry-forwards available for up to seven years, including the year the credit is first taken. Thus the amount of the credit will not exceed \$4,500,000 unless there are multiple qualifying investments in successive years. Businesses are prohibited from receiving the Maine Jobs and Investment Tax Credit and Employment Tax Increment Financing concurrently.

### ***Machinery and Equipment Sales Tax Exemption***

This is an exemption from Maine State sales tax (6%) for machinery and equipment that is used directly in production. Included in this exemption are many essential fixtures. Items consumed or destroyed directly and primarily in production, repair, and replacement parts for qualified production equipment will be considered exempt from sales tax. Additionally, 95% of the fuel and electricity used in a manufacturing facility is exempt from State sales tax.

### ***Research and Development Tax Credit***

This program provides a two-tiered State income tax credit for new research and development activities in Maine. This program allows a credit of 5% of qualified research expenses over a three year average base amount and a credit of 7.5% of basic research payments as defined under section 41 of the IRS code.

### ***Supplier Network***

The Maine Supplier Access System matches Maine manufacturers with suppliers of materials and services within the State. In many instances, this results in lower costs to the manufacturer, more accurate inventory and quality control, and better access to suppliers.

### ***Site Selection and Environmental Permitting***

Working confidentially with regional and local economic development agencies, the State will identify sites and/or facilities that meet the client's specifications and locations that will allow the company to maximize its return on investment. Site location tours for selected locations can be coordinated with community leaders, suppliers, and others of interest to the client.

The Maine Department of Environmental Protection (DEP) assists companies in quickly identifying and addressing any site, air, or water permit issues. DEP is committed to facilitating business expansion projects by working with companies from the earliest stages of the project's development.

### ***Financing Options***

Maine offers a number of financing options to companies interested in expanding or locating in the State. The Finance Authority of Maine (FAME) administers several programs for the State, including loans, bonds, and guarantees. The Eastern Maine Development Corporation also administers loan programs for business development in the Eastern Maine region.

## **SURVEY INFORMATION**

According to the town's Comprehensive Plan Survey, 80% of the respondents favored non-polluting and environmentally-compatible light industry, 75% indicated support of small neighborhood convenience stores, 66% support the establishment of business/professional buildings and 90% supported establishing home-based businesses. For the latter, it was indicated certain businesses, such as tattoo parlors and opium dens, should be discouraged, perhaps with an ordinance.

The establishment of nursing homes received strong support on the survey. Residents did not support group homes for special needs, such as for drug users, ex-prisoners and as rehabilitation clinics. Concern was noted regarding the persons such facilities might attract to the area. Campgrounds and RV parks received support by slightly more than 50%, while 30% disapproved of them.

A strong 75% of respondents want site plan review for commercial development, and the suggestion of large scale residential development received a decided NO. Concern was expressed that such developments should be required to allow conservation areas and require public use areas.

A full 75% of respondents want to preserve wetlands, which are a special land use feature and are one natural resource that brings people who put money into the local economy. Also 57% want to maintain forests, which bring jobs, create firewood and are home to wildlife that contribute to the rural character. All categories of respondents supported this.

Many respondents had no opinion regarding recreational facilities. Such facilities would bring some employment and encourage visitors as well as use by local residents. Any commercial development should comply with the town's designated growth areas.

## **PLANNING PERSPECTIVE**

Whiting is tied into the regional economy of Washington County. Because of its reliance on service center communities like Machias and Calais for the majority of goods and services its residents use, fluctuations in the region's economy directly affect the economy of Whiting.

Whiting townspeople support attracting businesses to Whiting in an attempt to provide more local employment and broaden the tax base. The results of the public opinion survey indicate a desire by survey respondents that the town encourage home-based businesses, light industry (non polluting), retail shopping, business and professional buildings, as well as seasonal campgrounds and RV parks.

Whiting can help shape its economic growth by encouraging development in suitable areas that result in manageable impact on community character, natural resources, and infrastructure through appropriate permitting procedures and zoning, if needed. Commercial growth should be encouraged in specific areas within the town.

## **POLICIES AND IMPLEMENTATION**

In order to promote an economic climate that increases job opportunities and overall economic well-being, the town has developed the following policies and implementation strategies:

1. Regional Activities: The Selectmen will, themselves or through appointment of others, participate in regional activities such as the Sunrise County Economic Development Council and the Washington County Council of Governments.  
Responsibility: Selectmen  
Time Frame: Immediate (*To be accomplished within two years*)
2. Education: The School Committee will work with the Regional School Superintendent and staff to insure that the educational opportunities available to its children, both academic and vocational, address the needs of those children. It is important that the education, which our taxes pay for, results in the best possible preparation of our children for their future careers.  
Responsibility: SAD 77  
Time Frame: Long-term
3. Program Awareness: The town will develop programs to insure that those eligible for public assistance, unemployment assistance, job training, aid to the elderly and/or handicapped are made aware of and assisted in applying for such programs.  
Responsibility: Selectmen  
Time Frame: On-going

4. Program Awareness: The town will obtain aid from higher levels of government, County, State and Federal, which provide support for roads, parks, public transportation or other activities that materially aid the town's economy. These include such things as Community Development Block Grants. Any town expenditures required to participate in such programs will be presented to the voters for approval.  
Responsibility: Selectmen  
Time Frame: On-going
5. Land Use Ordinance: Whiting's land use ordinance will contain appropriate land use regulations that will attract, enhance and support existing and future development, while minimizing negative impacts of non-compatible uses. The land use plan will identify appropriate areas for commercial and industrial development; this action will also reduce the likelihood of future strip development, resistance to new projects or incompatible uses. Home occupation performance standards will also be included in the future land use ordinance to ensure compatibility with residential neighborhoods and adjacent properties. Day care facilities will also be allowed throughout the town to assist in the creation of affordable childcare.  
Responsibility: Planning Board, Selectpersons  
Time Frame: Immediate: *(To be accomplished within two years)*

## SUMMARY

Whiting's economic health is adequate, but could be improved. Our residents have more income than do residents of Washington County as a whole, but with the aging of our population, the size of our workforce will continue to decrease. The top four sectors of employment for Whiting residents in order are education, health and social services; public administration; manufacturing; and transportation, warehousing, utilities information. Living in a rural area limits employment opportunities and increases the costs of commuting to the service centers where most jobs are located. Our local government should encourage appropriate commercial development to employ more residents. Residents would like to see additional jobs come from light industry, shopping, business/professional buildings, home-based businesses, nursing homes, and/or campgrounds/RV Parks. Growth should be channeled through land use regulations to the areas of our town that are capable of handling development so that minimal costs will incur to our municipality.

## F. HOUSING

Whiting is predominantly a residential community. Our housing stock is the basis for the town's tax base; and housing represents the major investment of most individuals. Housing, and especially its affordability, is very important for the well being of residents. The goal of this section is to document housing conditions and encourage affordable, decent housing opportunities for all Whiting residents.

### HOUSING UNITS

#### Number of Units

Table 1 shows total housing units data for Whiting, Washington County, and Maine. In 2000, Whiting had a total of 342 housing units. During the 1990s, the town recorded an almost 35 percent increase in its housing stock, compared to almost 15 percent for the County and 11 percent for the State. As seen in the Population Section, in the 1990s Whiting experienced a 12 percent decline in average household size to 2.34 persons per household and a population increase of less than 6 percent to 430 persons. The ratio between population and total housing units went from 0.624 to 0.76. Based on population forecasts for 2010 of up to 516 persons, and assuming a similar rate of change in the ratio between total population and total housing units, it is anticipated that there will be up to 476 total housing units in 2010. Of course, changes in land use and the economy will determine the actual growth of our town over the next ten years.

It is important for a community such as Whiting to maintain sufficient housing units so prices do not become over-inflated. A supply large enough should exist, as is the case presently, so new businesses can find reasonable housing for potential employees attracted to the area.

Table F-1

TOTAL NUMBER OF HOUSING UNITS			
	1990	2000	% Change
Whiting	254	342*	34.6%
Washington County	19,124	21,919	14.6%
Maine	587,045	651,901	11.1%

Source: U.S. Census

Note: Census shows total housing stock as 342 in some tables and 325 in others, this category uses 342.

#### Structure Type

The distribution of housing unit types is an important indicator of affordability, density, and the character of the community. Housing units in structures are presented in Table 2. In 2000, one-unit structures represented 87 percent of Whiting's housing units while mobile homes and trailers accounted for more than 12 percent.

Whiting has a moderate share of mobile homes and trailers relative to its entire housing stock. The number of mobile homes and trailers increased during the 1980s in Whiting, but decreased during the 1990s. The accuracy of these Census figures is questioned, however, and perhaps

more weight should be given to the permit information presented later in this section. Mobile homes and trailers are located on individual lots, not in mobile home parks. Many of these homes are inhabited by elderly people, although not disproportionately so. Overall, Whiting's mobile homes are in good condition and the pre-1976 mobile homes located in town must meet the requirements of the Building Code and the State Electric Code.

Seasonal dwellings are continually converted into year-round houses for both year-round people and for future retirement purposes. In 1990, the Census recorded 80 units of housing used for seasonal purposes in Whiting, the most recent year for which data is available. Some of these homes are not located on municipal roads, or constructed to town standards, often making access and provision of municipal services difficult.

Increases in one-unit housing are expected to continue at a similar rate, especially as seasonal units are converted to year round use on shorefront properties in Whiting.

Table F-2

HOUSING UNITS IN STRUCTURE								
	Whiting				Washington County			
	1990		2000		1990		2000	
	Num.	%	Num.	%	Num.	%	Num.	%
One-unit	153	60.2%	283	87.1	14,397	75.3%	17080	78.0
Multi-unit	0	0.0%	2	0.6	1,473	7.7%	1,931	8.8
Mobile Home trailer	101	39.8%	40	12.3	3,254	17.0%	2,786	12.7
Total units	254	100.0%	325*	100.0%	19,124	100.0%	21,919	100%

Source: U.S. Census

Note: Census shows total housing stock as 342 in some tables and 325 in others, this category uses 325.

## Housing Stock

Maine's housing stock reflects the State's history, climate and the independent character of its people. Nationwide, Maine ranks first in the proportion (35%) of the housing stock that was built prior to 1940. Almost 33 percent of Washington County's stock dates prior to 1940, compared to almost 26 percent, or 84 units, for Whiting. Several of these units are in substandard condition and in need of repair.

It is important for Whiting's residents to be aware of existing rehabilitation funds and for renters to be aware of their rights to demand a certain level of maintenance by their landlords. Over 26 percent of Whiting's housing stock was built between 1940 and 1969, which was higher than county and state figures. A smaller proportion of the town's housing stock was built in the 1980s, than in the county and state.

Table F-3A

	YEAR STRUCTURE BUILT				
	Whiting		Washington County		Maine
	Num.	%	Num.	%	%
1990 to March 2000	45	13.9	3,145	14.4	14.6
1980 to 1989	26	8.0	3,203	14.6	16.0
1970 to 1979	83	25.5	4,038	18.4	15.9
1940 to 1969	87	26.8	4,359	19.9	24.4
1939 or earlier	84	25.8	7,174	32.7	29.1
Total housing stock	325	100.0	21,919	100.0	100.0

Source: U.S. Census

Note: Census shows total housing stock as 342 in some tables and 325 in others; this category uses 325.

## HOUSING CHARACTERISTICS

Table 3B shows the proportional make-up of housing units by general physical condition.

Table F-3B

Whiting Housing Characteristics	Number	Percent
<b>Total housing units in 2000</b>	<b>325</b>	<b>100.0</b>
ROOMS in 2000		
1 room	18	5.5
2 rooms	26	8.0
3 rooms	31	9.5
4 rooms	81	24.9
5 rooms	35	10.8
6 rooms	58	17.8
7 rooms	37	11.4
8 rooms	17	5.2
9 or more rooms	22	6.8
SELECTED CHARACTERISTICS in 2000		
Lacking complete plumbing facilities	4	2.4
Lacking complete kitchen facilities	4	2.4
No telephone service	6	3.5

Source: U.S. Census

Note: Census shows total housing stock as 342 in some tables and 325 in others; this category uses 325.

## HOME OCCUPANCY

### Tenure

Home ownership is a good indicator of the overall standard of living in an area. One way to trace home ownership change over time is to compare owners and renters as a proportion of total occupied housing, as illustrated in Table 4. A high rate of owner-occupied housing is typical of

a predominately residential community such as Whiting. In 1990 and 2000, the proportions of owner and renter-occupied housing units at the local and County level remained fairly stable. Such stability is forecast to continue over the next decade.

Table F-4

TENURE	Whiting				Washington County			
	1990		2000		1990		2000	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
<b>Occupied housing units</b>	<b>153</b>	<b>100.0%</b>	<b>181</b>	<b>100.0%</b>	<b>13,418</b>	<b>100.0%</b>	<b>14,118</b>	<b>100.0%</b>
Owner-occupied housing units	132	86.3%	158	87.3%	10,568	78.8%	10,969	77.7%
Renter-occupied housing units	21	13.7%	23	12.7%	2,850	21.2%	3,149	22.3%

Source: U.S. Census

## VACANCY RATE

**The Census classifies seasonal or recreational homes as vacant because they are not typically occupied year-round.** In 2000, 47 percent of Whiting's total housing units were vacant. More than 76 percent of these vacant units were for seasonal or recreational use. In 2000, the vacancy rate in Whiting was 11.5 percentage points greater than the County's rate; the County had 24 percent of its vacant units for seasonal or recreational use. The town vacancy rate of homes for sale was 8.7% in 2000, which represented 14 units. The rental vacancy rate for Whiting was 1.2 percent, compared to 13.3 percent for Washington County. The data suggest an adequate supply of housing for purchase, but a low supply of housing for rent.

Table F-5

OCCUPANCY	Whiting				Washington County			
	1990		2000		1990		2000	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
<b>All housing units</b>	<b>254</b>	<b>100.0%</b>	<b>342</b>	<b>100.0%</b>	<b>19,124</b>	<b>100.0%</b>	<b>21,919</b>	<b>100.0%</b>
Occupied housing units	153	60.2%	181	52.9%	13,418	70.2%	14,118	64.4%
Vacant housing units	101	39.8%	161	47.1%	5,706	29.8%	7,801	35.6%

Source: U.S. Census

## HOUSING AFFORDABILITY

The affordability of housing is of critical importance for any municipality. High costs are burdensome to individuals, to governments, and the economy of the area. Excessively high housing costs may force low and moderate-income residents to leave the community, potentially reducing Whiting's labor force size.

Many factors contribute to the challenge of finding affordable housing, including: local and regional employment opportunities, e.g., in-migration to job growth areas; older residents living longer lives at home; more single parent households; and generally smaller household sizes than in previous years. Those Mainers most often affected by a lack of affordable housing include: older citizens facing increasing maintenance and property taxes; young couples unable to afford their own home; single parents trying to provide a decent home; low income workers seeking an



affordable place to live within commuting distance; and young adults seeking housing independent of their parents.

The State Planning Office requires that comprehensive plans show the, “proportional make-up of housing units by affordability to very low income, low income, and moderate income households (municipality and region) - for the most recent year for which information is available (est.).” Gathering this data is not as straightforward as it may seem, as several factors help explain. First, data from the Census on housing values is not defined by the State categories of income levels (very low, low and moderate income), which the State sets for each county. Second, the Census provides only housing values of specified housing units, not the entire owner occupied housing stock of our town. Third, the value of a house based on tax assessment, almost always miscalculates its purchase price. Fourth, and more important, at any given time, most homes are not for sale, and so their value does not reflect their availability for purchase. Fifth, town assessment records do not differentiate between year round homes and camps, cottages and vacation homes that are not presently suited for year round occupancy, and would require major investment to make them year round housing, if environmental conditions would permit such use. Given these data limitations, we attempt to show housing affordability by examining the income distribution of our town and County by State category, and relate this to average selling price of homes recently sold in Whiting, as well as average rents in town. Additionally, we show the percentages of households who pay more than 30 percent of their income on housing, which is a measure of unaffordable housing as defined by the State. We show Maine State Housing Authority (MSHA) affordability index data for the housing market to which Whiting belongs. We conclude that the town has met its obligation under the Growth Management Act for ensuring that a certain percentage of new housing is affordable and lay out strategies for increasing the percent of affordable housing to our housing stock.

### **Definitions of Affordability**

Affordable housing often includes manufactured housing, multi-family housing, government-assisted housing for very low, low and moderate-income families, and group and foster care facilities. In addition, decreased unit sizes, smaller lot sizes, increased density, and reduced frontage requirements can contribute to a community's affordable housing stock.

More generally, affordable housing means decent, safe, and sanitary living accommodations that are affordable to very low, low, and moderate-income people. The State of Maine defines an affordable owner-occupied housing unit as one for which monthly housing costs do not exceed approximately 30% of monthly income, and an affordable rental unit as one that has a rent not exceeding 30% of the monthly income (including utilities). Based on MSHA figures, in 2000 the family median income was \$27,500 for Washington County. Using State guidelines, three income groups are considered:

1. Very low income: For 2000, the very low-income figure for a family is up to \$18,800, with a corresponding affordable mortgage payment or rent of up to \$470/month.
2. Low income: For 2000, the low-income range for a family was \$18,801 to \$30,100, with a corresponding affordable mortgage payment or rent of \$470 to \$753/month.

3. Moderate income: For 2000, the moderate-income range for a family was \$30,101 to \$41,250, with a corresponding affordable mortgage payment or rent of \$753 to \$1,031/month.

### Housing Selling Prices

In 2000 the average sale price of a home in Whiting was \$47,500, described below. Table 6 shows the affordable selling prices for very low, low, and moderate-income groups for Whiting and Washington County. As shown here and in the Employment and Economy section of this plan, the percentage of very low and low-income families living in Whiting is lower than for the County. Table 7 shows that the median value of housing in Whiting was \$82,000 in 2000. Therefore, this data would suggest, by the criterion of affordable selling prices, that housing was affordable for most looking to purchase homes in our community, i.e., those households in the low-income and moderate-income groups.

Table F-6

Household Income Distribution & Affordable Housing Selling Prices, 2000			
Households by Income	Percent of Households		Affordable Selling Price
	Whiting	Washington County	
Very Low Income <u>&lt;50% of Median HH Income</u>	11.3%	12.9%	up to \$39,962
Low Income <u>&lt;80% of Median HH Income</u>	19.6%	15.9%	up to \$84,659
Moderate Income <u>&lt;150% of Median HH Income</u>	31.0%	29.2%	up to \$128,762

Source: MSHA, Claritas

Table 7 shows that the median value of housing for a sampling of homes in Whiting was \$82,800 in 2000. This is a very small sampling of housing units that misses more than 75 percent of the town's housing stock.

Table F-7

Value in 2000: Specified owner-occupied housing units	Number	Percent
Less than \$50,000	10	12.2
\$50,000 to \$99,999	55	67.1
\$100,000 to \$149,999	13	15.9
\$150,000 to \$199,999	0	-
\$200,000 to \$299,999	2	2.4
\$300,000 or more	2	2.4
Median (dollars)	\$82,800	-

Source: U.S. Census

Recent data on housing affordability is available at the housing market level. MSHA reports that for the Machias/Eastport Housing Market, which includes Whiting, the housing affordability index for the year 2000 was 1.08 (under 1.00 equals unaffordable; while over 1.00 equals affordable). In 2000, the median home sale price was \$62,000 in the Machias/Eastport Housing Market, while the median income was \$24,193 in the larger housing market, and \$28,750 for Whiting. The home price that could be afforded at the housing market median income of \$24,193 was \$66,701. Therefore, the median value of housing is likely to be closer to \$66,701 than the \$82,800 figure from the small sample size in Table 7.

In fact, in 2000, the Statewide Multiple Listing Service recorded an average sale price in Whiting of \$47,500 for single-family homes, which indicates affordable housing availability for those in the low, moderate income groups and above (these income groups include 88.7% of the town's population). Furthermore, the average sale price may very well be an over-estimate, as owners of low-priced homes tend to sell them directly, not through multiple listing, to avoid realtor commissions.

### Owner Occupied Housing

Housing affordability can be measured by comparing the costs of housing, including mortgage payments, taxes, insurance, utilities and repairs, with household income. Table 8 compares income with housing cost. The ratios provide a good indication of affordability since mortgage lenders have traditionally used this kind of ratio in making a decision as to whether or not a prospective buyer has the income to meet the financial obligation of a mortgage. The first two columns in this table list the median housing values adjusted to 1990 dollars, the most recent year for which data is available, while the second two columns list the median income, also adjusted. The last two columns list the ratios as they were in 1980 and 1990. These ratios are established by dividing the median housing values by the median household income. The higher this ratio is, the greater the possibility that there may be a lack of affordable housing. It should be noted that no particular number has been set which would reflect the presence of affordable homes. In the ten-year period from 1980 to 1990, purchasing a property in Whiting has become significantly more affordable, as the ratio decreased by 63 percent for Whiting, approaching the County ratio, which increased somewhat over the same period.

Table F-8

Housing Affordability: Comparison of the Median Value of Owner Occupied Housing in 1990 and 1980, Measured in Units of Median Annual Household Income in 1989 and 1979, by Maine Counties and Minor Civil Divisions						
Area	Median Value of Housing Based on the 1990 Dollar		Median Household Income Based on the 1990 Dollar		Median Value of Housing in Units of Median HH Income	
	1990	1980	1989	1979	1990	1980
Whiting	66,853	66,749	22,883	15,410	2.9	4.6
Washington County	53,950	46,186	21,053	18,881	2.6	2.4
Source: Maine Department of Labor: Diversity and Community: Ancestry, Education, Income and Housing.						

### Owner Costs

Table 9 shows selected monthly owner costs as a percentage of household income for 82 of the

170 housing units occupied in Whiting in 1989. As can be seen, 16 housing units had monthly owner costs of 30 percent or more of their household income. These data suggest that while housing affordability is not an issue for most residents, it does affect a minority.

Table F-9

Selected Monthly Owner Costs as a Percentage of Household Income in 1999 for Whiting	
Percentage of Household Income	Owner Occupied Housing Units
Less than 20 %	46
20 to 24 %	12
25 to 29 %	8
30 to 34 %	4
35 % or more	12
Not computed	-
Total units	82

Source: U.S. Census

### Renter Occupied Housing Affordability

Table 10 details affordability of rental housing in 1980 and 1990, the most recent year for which this data is available, by comparing Median Contract Rental Cost with Median Household Income. Only year round rentals are considered, as seasonal housing rentals are not reported. As can be seen the number of rental units doubled over the period, and rents have increased over the period. The rents shown are reported by the tenants and do not take into account the subsidies many receive in the form of Section 8 housing. It is estimated that most of the rental units receive housing subsidies, which helps explain the low rent figures shown here.

Table F-10

<b>Renter Occupied Housing in 1980 and 1990 - Comparison of Median Monthly Contract Rent* based on Actual and 1990 Dollars: Whiting and Washington County</b>								
	Renter Occupied		Median Value of Contract Rent				Percent Change	
	Housing Units		April 1, 1980		April 1, 1990		1980 - 1990	
	1980	1990	Actual \$	1990 \$	Actual \$	1990 \$	Actual \$	1990 \$
Whiting	11	21	141	230	271	275	92.2%	19.6%
Washington County	2,170	2,850	128	209	227	231	77.3%	10.5 %

Source: Diversity and Community - Maine Department of Labor, 1994, \*Rent shown is what tenants reported they paid to their landlord and does not include housing subsidies received.

### Affordability and the Growth Management Act

The State of Maine Growth Management Act requires that every municipality "...shall seek to achieve a level of 10% of new residential development, based on a five-year historical average of residential development in the municipality, meeting the definition of affordable housing." As shown in Table 11, during the five-year period from 1997 to 2001 23 units were built. Thus, Whiting would meet the requirement of the Act if the town sought to provide 2.3 low-income units in this period. Within this period, affordable housing, meeting State guidelines, was built in the form of modular/mobile housing, as 7 such units were put in place.

Table F-11

RESIDENTIAL BUILDING PERMITS			
	Houses	Mobile/Modular Homes	Total
1997	0	1	1
1998	1	0	1
1999	7	2	9
2000	2	2	4
2001	6	2	8
Total	16	7	23

Source: Whiting building permits

Table F-12

RESIDENTIAL BUILDING PERMITS			
	Seasonal	Year-Round	Wood sheds/ decks/ garages/ additions
1997	1	1	6
1998	3	1	16
1999	2	9	20
2000	2	4	16
2001	2	8	25
Total	10	23	83

Source: Whiting building permits

### Affordable Housing Remedies

While meeting the letter of the Growth Management Act has not proved difficult for Whiting, there is a desire by residents to maintain and provide for affordable housing, as needed, beyond the State minimums. According to the February-March, 2002 Whiting Town Survey respondents (year round residents, seasonal residents, and non-resident taxpayers) overwhelmingly favored developing single family homes and housing projects for the elderly. Respondents opposed developing multi-family homes, subsidized housing projects, and mobile home parks. The State offers traditional recommendations that towns consider to help meet this need. This could be difficult for a small community like Whiting because the traditional recommendations may not apply, including:

1. Relaxed zoning ordinances and building code requirements that tend to increase building costs. **Whiting has no town wide zoning or building code at present, but if either is established, they will be sensitive to lessen the potential costs imposed on low-income residents.**
2. Take steps to allow mobile homes and modular homes in more areas. **At present the town does not limit the location of these types of units.**
3. Provide town sewer, water and roads to new parts of town thus “opening up” land for new homes. **The town has no water or sewer systems.**

Given the lack of current land use ordinances that would tend to increase housing costs, and the availability of land for purchase at rates approaching the County average on non-shorefront parcels, the town believes that a regional approach may best meet the need of its low and moderate income residents. The town would encourage accessory apartments, so-called ‘mother-in-law’ apartments, and will put language in proposed ordinances and building codes as

needed to do so.

Large lot sizes, while seemingly protecting the rural character of the community, can create the potential of driving land prices higher, thus housing costs higher, thereby reducing the affordability of housing in the community. Accordingly, this will be considered in the future land use section of this plan.

Elderly housing is a concern for us, especially for long time residents who wish to remain in the area. Presently, this need is being met in several neighboring communities which have assisted living complexes for the elderly. While our needs for elderly housing are being met currently, we would welcome a reexamination of this issue as our population ages.

Table F-13

<b>AGE OF HOUSEHOLDER in 2000 for Whiting</b>	<b>Number</b>	<b>Percent</b>
<b>Occupied housing units</b>	<b>181</b>	<b>100</b>
15 to 24 years	13	7.2
25 to 34 years	19	10.5
35 to 44 years	33	18.2
45 to 54 years	43	23.8
55 to 64 years	25	13.8
65 years and over	48	26.5

Source: U.S. Census

## Housing Programs

In addition to ensuring that our ordinances do not significantly increase construction costs, the town will also compile a resource list on affordable housing programs. This list will be updated on a regular basis and will include such programs as those offered through the Maine State Housing Authority, e.g. Rental Loan Program, Section 8, SHARP, Supportive Housing, and Vouchers, DEP septic and wells grants, and USDA Rural Development, among other organizations. Web resources will be used extensively.

Local, state, and federal governments have a number of different manners of subsidizing housing costs for eligible citizens. In most cases the efforts of the different levels of government are integrated, with funding and operation and jurisdictional fields overlapping.

The United States Department of Housing and Urban Development (HUD) is the primary federal agency dealing with affordable housing. Rural Development (RD), formerly Farmers Home Administration (FmHA), part of the United States Department of Agriculture (USDA), also deals with affordable housing. The Maine State Housing Authority (MSHA) is the State's agency for such issues. The Town of Whiting does not have a local housing authority and does not have a public welfare department to oversee general assistance.

Subsidized units are built with state or federal monies for the express purpose of providing housing to lower income individuals and families. A housing project or development may be entirely formed by subsidized units, or the project may be of mixed uses. Subsidized units are

typically available to individuals below certain income guidelines, and residents are expected to pay a fixed percentage of their income as rent.

Housing is also subsidized through certificates and vouchers. Especially when subsidized units are not available, the MSHA will provide monies for citizens to use as payment for rent for non-public units. The town is also reimbursed by the State for general assistance money that may be given to citizens with short-term immediate needs for housing. Finally, low interest loans through the federal or state governments are also a form of subsidy.

### **Survey Results**

Respondents to the February-March 2002 town survey clearly want to keep Whiting the way it is now. Residents, seasonal residents, and non-resident taxpayers strongly favored single-family housing and elderly housing projects, but did not support multi-family homes, subsidized housing, or mobile home parks. Respondents favored nursing homes and campgrounds/RV parks, but were undecided about group homes for special needs. In light of these results, the town may wish to consider ordinances dealing with these housing types.

### **POLICIES AND IMPLEMENTATION**

In order to encourage and promote affordable, decent housing opportunities for all Whiting residents, the town has developed the following policies and implementation strategies:

1. The town will compile information on programs, grants (CDBG housing assistance and rehabilitation programs) and projects for the construction of subsidized housing whether within the town or the region, grants to homeowners for improvements to energy efficiency, habitability, etc. and make the information available for the use of residents.

Responsibility: Selectmen

Time Frame: Immediate (To be accomplished within two years)

2. The town will welcome and encourage participation in programs, grants and projects within the town or the region to insure sufficient, affordable housing options for its elderly citizens .

Responsibility: Selectmen

Time Frame: Immediate (To be accomplished within two years)

3. The Selectmen will insure that the code enforcement officer (CEO) addresses reported violations of local ordinances and State laws and regulations that affect health, safety or community conditions such as the automobile graveyard provisions, removal of unsafe or deteriorated buildings, comparable nuisances, replacement of driveway culverts, and inadequate subsurface sewage disposal systems. The CEO will work with the planning board to address any need for modification to the existing land use regulations that may be appropriate.

Responsibility: Selectmen, Planning Board, CEO

Time Frame: Ongoing

4. Through future land use ordinance updates, the town will continue to encourage affordable housing opportunities by allowing a mixture of appropriate housing types, including accessory

apartments. In this effort, the town will encourage senior citizen housing opportunities and the land use ordinance will provide residential areas that allow single and multi-family dwellings, as well as manufactured housing and mobile homes. The town will continue to allow mixed uses and mixed income housing within the residential areas of the town.

Responsibility: Selectmen

Time Frame: Ongoing

5. The Planning Board will investigate the need for a Building Code and report its findings to the Selectmen.

Responsibility: Selectmen

Time Frame: Long term

6. The town will track building permits for conversions to year-round housing of the 80 seasonal dwellings reported in the 1990 census, as well as any other seasonal dwellings being converted to year-round housing. The review of building permits will help ensure that the housing meets current state laws, is structurally sound, that the septic systems that support these structures are adequate to treat the increased loads associated with year-round occupancy, and that the soils in these areas can support the cumulative impact of such conversions without negatively affecting water quality.

Responsibility: Planning Board.

Time Frame: Immediate (To be accomplished within two years.)

## **SUMMARY**

The State of Maine defines affordable housing as not costing more than 30% of household income. The data reviewed seem to suggest that the cost of housing in Whiting is affordable for most people in the community. The majority of people live in owner occupied single-family housing. Existing land use ordinances do not impose significant costs on the cost of building homes. There is a range of new housing in the town: mobile or manufactured homes are utilized often. The percentage of homes owned by those in the workforce is likely to decline further while the percentage of homes owned by retirees - both those from away and natives - will increase.



## **G. RECREATION**

The vast natural resources and scenic beauty of Whiting and the surrounding region provide numerous recreational opportunities for both residents and visitors. Our town, however, has few municipal recreational facilities. Our open space includes farms, blueberry fields, forestlands, wetlands, tidal flats, lakeshores, and river corridors, as described in the natural resources section of this plan. Although much open space is not officially accessible to the public, Whiting (as with the rest of Maine) has a tradition of informal public access to vast amounts of private land. As some of the large parcels of land have been subdivided and sold, some of the new owners have restricted public access to their land. This trend will continue as the regional population increases, and development pressures on all open space increases. Local and nearby accessible open space is outlined in this section. The goal of this section is to promote and protect the availability of recreational opportunities, such as access to surface waters, bird watching, canoeing and kayaking, fishing, hunting, trapping, hiking and viewing scenic vistas.

### **RECREATION PROGRAMS**

Whiting does not have a Recreation Department. Regional programs are organized through regional volunteer efforts. The community generally feels that, given regional accessibility, the town's recreational programs and facilities are adequate for its current population. In the Spring 2002 Town Survey about one-fourth of respondents said they were satisfied or very satisfied with Whiting's recreational facilities and about one-fourth were dissatisfied or very dissatisfied. Half of the respondents had no opinion.

### **LOCAL RECREATIONAL FACILITIES**

The Maine Department of Conservation has published guidelines for the types of recreational facilities that municipalities should seek to develop and maintain. The guidelines are based upon a town's population. In table G-1 these guidelines and the facilities and services found locally are shown, as well as the condition and brief description of those facilities.

Table G-1

Guidelines for Recreation and Park Services for Municipalities with Populations under 1,000	Located In Whiting?	Condition	Description/Location/Capacity
<u>I. Administration</u>			
Recreation and Park Committee or Board	No		
<u>II. Program</u>			
Swimming Instruction	No	A	Swimming pool and instruction at University of Maine Machias
Community-wide Special Events	Yes	--	Community Suppers at Town Hall
<u>III. Facilities</u>			
<u>Outdoor Facilities</u>			
Community Recreation Area, 12-25 acres w/ball fields, tennis courts, swimming, ice skating, etc.	No		
Softball Diamond (0.75 per 1,000 pop.)	Yes	C	One small unimproved baseball field at the Village School
		C	One unimproved baseball field at Holmes Bay
Ice Skating (5,000 s.f. per 1,000 pop.)	Yes	--	Skating on lakes and ponds
Picnic Areas w/tables & grills (2 tables per 1,000 pop.)	No	B	Picnic areas located in Lubec, Edmunds and Machias
<u>Indoor Facilities</u>			
Gym or Large Multi-Purpose Room (0.20 per 1,000 pop.)	Yes	B	Community Building: One half basketball court
Auditorium or Assembly Hall	Yes	B	Community Building. Same as above.
Public Library	No		Public libraries available in neighboring towns
<u>IV. Finance</u> (funds for operation and maintenance - not capital)			
Minimum \$6 per capita minimum for part-time		--	Funding through town appropriations

## Condition Classification System:

## Grade Classification

- A Relatively new facility, lifetime expected in excess of 20 years (with proper maintenance)
- B Facility is a few years older and has been well cared for, lifetime expected to be in excess of 10 years
- C Older facility that may not be in the best of shape and may need minor improvements within 5 years
- D Old facility that needs considerable maintenance within 2 years and/or significant renovation
- F Very old facility that has outlived its usefulness or is in severe disrepair. This facility (or equipment) is unsafe or unusable and should be attended to very soon. Replacement may or may not be necessary (based on need assessment).

**REGIONAL RECREATION**

Recreational resources in Washington County have a positive impact on the local and regional economy. Tourist-related businesses that rely on the recreational opportunities are significant sources of income to some towns in the area. In Whiting, many retail businesses benefit from an influx of tourists to the region, especially during the summer.

Regional recreation facilities accessible to Whiting's residents and to visitors include wildlife refuges, parks, golf courses, picnic areas, public access to surface waters, and hiking (Pathfinders Walking Group: southeastern Washington County). Major regional recreational resources include:

1. Cobscook Bay State Park in Edmunds: 888 acres; more than 100 - campsites and shelters are on the water's edge; boating; hot showers; picnic area; hiking and groomed cross-country ski trails, hiking trails.
2. Cobscook Trails: Local network of hiking trails.
3. Cutler Coast Public Reserved Land, Bold Coast Trails: maintained by the State, contains ten miles of hiking trails and three walk-in campsites.
4. Edmunds boat landing.
5. East Plummer Island Preserve and the Mistake Island Preserve in Jonesport, both managed by the Nature Conservancy.
6. East Quoddy Lighthouse and Mulholland Lighthouse in Campobello, N.B.
7. Gleason's Cove Town Park in Perry: picnic sites, beach, fishing weirs, boat launch.
8. Great Cove Golf Course in Roque Bluffs: 9-holes, 1,700 yards long.
9. Great Wass Island Preserve in Beals: 1540 acres of boreal forest, peat bogs, and coastline managed by the Nature Conservancy.
10. Herring Cove Provincial Park, Campobello, N.B: golf course, campground, playground, beach, hiking trails.
11. Jonesboro Wildlife Management Area: 726 acres.
12. Jasper Beach in Buck's Harbor, Machiasport.
13. Lubec Municipal Marina.
14. Machias Seal Island, seabird nesting site with puffin colony, boat tours from Cutler, Jonesport and New Brunswick.
15. Moosehorn National Wildlife Refuge: 16,000 acres west of Calais, 6,700 acres in Edmunds. Migratory birds, big game and 50 miles of trails.
16. Petit Manan National Wildlife Refuge in Steuben: 3,335 acres on the mainland with hiking trails, several islands, and a variety of birds
17. Quoddy Head State Park in Lubec: 532 acres, easternmost point in the U.S., high rocky cliffs with extensive walking trails and views of Canada. The park features 4.5 miles of hiking trails, extensive forests, two bogs, diverse habitat for rare plants, and the red-and-white striped lighthouse tower of West Quoddy Head Light.
18. Reversing Falls Town Park in Pembroke: 140 acres, trails and picnic area.
19. Robbinston Boat Landing and Picnic area.
20. Roque Bluffs State Park: 2300-foot beach, picnic tables, grills, trails and playground.
21. Roosevelt-Campobello International Park in Campobello, N.B. A 2,800-acre park that includes the cottage and the grounds where Franklin Roosevelt and his family

vacationed, as well as a large natural area with many nature trails and look-out points. The Island also has a Provincial tourist information center.

22. Shackford Head State Park in Eastport. A 90-acre undeveloped peninsula with protected coves, a bold headland, and hiking trails.
23. St. Croix Country Club and Golf Course in Calais.
24. St. Croix Island International Historic Site at Red Beach in Calais. Overlooks St. Croix Island, site of historic French settlement in 1604.
25. Coastal and nature tours are available by Kayak and motor vessels in nearby towns.

## **PUBLIC ACCESS TO SURFACE WATER**

Within the town, Holmes Bay, the Orange River, Gardner Lake (with access from nearby East Machias and Marion), and a number of smaller lakes and ponds are available for fishing, boating, swimming, and ice-skating. There are three unimproved boat landings within the town. One provides access to the Orange River, from the Landing Road off Playhouse Lane, a half-mile or so west of the town center; it is lightly used. The Quoddy Regional Land Trust recently acquired this land and has guaranteed public access to the boat landing. A town right of way off Halls Mills Road to Orange Lake provides access to the shore. The state has developed a third landing on Rocky Lake, with access off Halls Mills Road, and is interested in securing private land between US1 and Indian Lake to guarantee public access to that lake. Improved boat landing facilities exist on Gardner Lake in nearby East Machias. Access to Whiting Bay is available in Edmunds; unimproved access is available in Whiting.

## **SNOWMOBILE TRAILS**

Whiting has no snowmobile trails that are formally a part of Maine's Interconnecting Trail System (ITS). Nonetheless, the town has private dirt roads and trails that are used by snowmobilers and all terrain (ATV) riders. The town is not and will not be responsible for establishing or maintaining snowmobile or ATV trails.

## **LAND USE OPTIONS TO PRESERVE OPEN SPACE**

Open space is an important part of recreational assets of a community. Whiting's current land use ordinances do not contain provisions for open space or cluster development, but incentives or requirements for preservation are found in the ordinances of other towns. Traditionally, local attitudes throughout Maine have been that unimproved land is often viewed as a shared resource, e.g. for hunting, and though privately owned, the land can be used by the residents because everyone knows each other. This tradition is changing, especially in the past decade, due in part to the influx of people from away. As more and more residents restrict the use of their land, informal public access to large amounts of private land becomes increasingly problematic. This makes the limited amount of public access provided on town-owned lands increasingly important to residents.

A number of options can be used to protect open space, including government purchase of private land, donation, non-profit ownership, voluntary deed restrictions including conservation

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easements, or regulations that seek to reserve open areas in new developments. In addition, the Tree Growth Tax Law program, and Farm Land and Open Space Tax Law can serve to protect open space. In Whiting in 2002, there were over 14,321 acres in tree growth tax status but no acres in farmland and open space tax status.

## **POLICIES AND IMPLEMENTATION**

In order to improve the provision of recreational opportunities, the town has developed the following policies and implementation strategies:

1. To encourage recreational opportunities and increase public access to surface water, the town will fund improvements on town-owned land, including landing facilities, as described in the Capital Improvement Plan. The town will consider easements and user agreements to surface water.

Responsibility: Selectmen

Time Frame: Ongoing

2. To encourage the preservation of open space, any future land use ordinance will include provisions for open space and provisions requiring new residential developments (subdivisions) that are reviewed by the code enforcement office and the planning board (a) to present recreational and open space areas in their plans and (b) to identify how the development will deal with informal public access to the land.

Responsibility: Selectmen

Time Frame: On-going

3. To encourage the preservation of our recreational opportunities, the town will prepare development and land use ordinances immediately.

Responsibility: Selectmen

Time Frame: Immediate

## **SUMMARY**

Whiting has many recreational opportunities because of the vast natural resources of the town and the region, but few municipal recreational facilities. Residents rely on public access to use some of the town's most important recreational resources. Residents want the town to maintain and improve this public access.

## **H. TRANSPORTATION**

Communities depend on well-maintained transportation systems. Accessibility to transportation is one of the primary factors in the location of businesses and residents within Whiting. Safe streets, efficient street design, and transportation linkages affect the economic viability of our businesses, the overall safety and convenience of our residents, as well as property values. The goal of this section is to plan for efficient maintenance and improvement of our transportation facilities and services in order to accommodate anticipated development.

The Town's Public Opinion Survey recorded a high level of satisfaction with current road repair and road plowing, with less than 20% of the respondents expressing dissatisfaction with these services. Fewer than one-fourth of the respondents, however, were satisfied with the area's public transportation.

### **ROADS**

#### **INVENTORY**

The majority of roads in Whiting originated in the early days as pathways or carriage trails. These roads followed the easiest routes and were not concerned with sight distances, sharp corners, the weight load of trucks, or intersection design. Our roads were improved over the years to accommodate increased traffic, higher speeds and larger vehicles. In the last decade, the Maine Department of Transportation (MDOT) through its Local Roads Assistance Program has attempted to assist municipalities in improving further these areas to meet state and national safety design standards.

Roads can be divided into three classifications by function: arterial, collector, and local.

1. Arterials are roadways that serve long distance, high-speed through-traffic between communities, and are maintained by the state. The most important travel routes in the state, U.S. and state highways, are arterials. Interstate highways may function as arterials.
2. Collectors gather and distribute traffic to and from arterials and generally provide access to abutting properties. Collectors serve places with smaller population densities, are often some distance from main travel routes, and often are maintained in part by the state.
3. Local roads are all roads not in the arterial or collector classification. Local roads are maintained by municipalities, provide access to adjacent land areas and usually carry low volumes of traffic.

There are 10.94 miles of arterial, 2.4 miles of collector and 7.70 miles of local public roads in the town. A listing of all roads within the Whiting with their classification, length, maintenance responsibility and overall condition can be found in Table 1, their geographic location is illustrated on Map 2: Whiting Streets and Public Facilities.

Table H-1: ROADWAY INVENTORY

Roadway	Arterial, Collector, Local, Public Easement, or Private	Length in Miles	Owned by	Maintained by	Surface	Condition
US 1	Minor Arterial	10.94	State	State	Paved	Good
SR 189: Lubec Rd	Major Collector	0.61	State	State	Paved	Good
SR 191: Cutler Rd	Major Collector	1.79	State	State	Paved	Good
Andrews Ln	Private	0.18	Private	Private Owner	Paved	
Barney Field Rd	Private	1.38	Private	Private Owner		
Bean Heath Rd	Private	1.05	Private	Private Owner		
Birch Haven Dr	Private	0.11	Private	Private Owner		
Bisson Way	Private	0.03	Private	Private Owner		
Blueberry Ln	Private	0.67	Private	Private Owner		
Bumpy Ln	Private	0.08	Private	Private Owner		
Campbell Rd	Private	1.00	Private	Private Owner		
Cardinal Ln	Private	0.18	Private	Private Owner		
Cedar Ln	Private	0.09	Private	Private Owner		
Cemetery Rd	Private	0.16	Private	Private Owner		
Chamberlain Ln	Private	0.04	Private	Private Owner		
Corey Ln	Private	0.08	Private	Private Owner		
Dinsmore Ln	Private	0.15	Private	Private Owner		
Dodge Rd	Local	1.49	Town	Town	Paved/Gravel	Good
Gaddis Rd	Private	0.46	Private	Private Owner		
Gardner Lake Rd	Local	3.19	Town	Town	Gravel	Good
Halls Mill Rd	Local	1.61	Town	Town	Paved	Good
Hilltop Ln	Private	0.05	Private	Private Owner		
Hopkins Ln	Private	0.13	Private	Private Owner		
Icehouse Rd	Private	0.05	Private	Private Owner		
Kamway Dr	Private	0.13	Private	Private Owner		
Lakeside Dr	Private	0.18	Private	Private Owner		
Landing Rd	Local	0.18	Town	Town	Dirt	Good
Little Lake Rd	Private	0.89	Private	Private Owner		
Lookum Ln	Private	0.08	Private	Private Owner		
Loon Ln	Private	0.17	Private	Private Owner		
Mahar Ln	Private	0.65	Private	Private Owner		
McLaughlin Ln	Private	0.05	Private	Private Owner		
Munson Head Rd	Private	0.67	Private	Private Owner		
Old Wharf Rd	Private	0.02	Private	Private Owner		
Orange Lake Rd	Private	0.89	Private	Private Owner		
Pearl's Beach Rd	Private	0.18	Private	Private Owner		
Playhouse Ln	Local	0.31	Town	Town	Paved	Fair
Quiet Cove Ln	Private	0.24	Private	Private Owner		
Rabbit Ln	Private	0.22	Private	Private Owner		
Raven Ln	Private	0.05	Private	Private Owner		

Roadway	Arterial, Collector, Local, Public Easement, or Private	Length in Miles	Owned by	Maintained by	Surface	Condition
Ridge Rd	Private	1.08	Private	Private Owner		
Robyn's Nest Ln	Private	0.08	Private	Private Owner		
Seafarer Cove Rd	Private	0.17	Private	Private Owner		
Southern Cove Rd	Private	0.31	Private	Private Owner		
Spring Hill Dr	Private	0.31	Private	Private Owner		
Spruce Point Ln (Old US 1)	Local	0.48	Town	Town	Paved	Fair
Waverly Ln	Local	0.20	Private	Private Owner	Gravel	Fair
Yellow Birch Rd (Old Cutler Rd)	Local	.26 1.15	Town Private	Town Private	Paved Gravel	Good Fair

## MAINTENANCE

Overall, Whiting's roadways are in good condition. The town works diligently with limited resources to maintain local roads.

The damage that does occur to our roads is largely the result of trucking activity. Truck weight limits on Interstate 95 are lower than on the state and state aid roads in Whiting. The federal government requires lower weight limits on roads for which it has a greater financial responsibility for maintenance, i.e., the interstates highways. Allowing heavier loads, however, reduces per unit shipping costs to businesses and that savings is often passed on to consumers. Much of our economy depends in some part on trucking services. The State of Maine sets higher weight limits on state and state aid roads, like US 1 and State Route (SR) 189, to support trucking businesses and businesses dependent on trucking services, as well as for consumers. Nonetheless, the costs we save as consumers of products trucked to stores less expensively may well be canceled out by the increased taxes we must pay for more road maintenance and for more repairs to our vehicles.

Harsh weather, which includes rapid changes in weather conditions, is another cause of road deterioration. Roads are most vulnerable to the weight of trucks and other heavy vehicles during the spring thaw, which is also a time of year when many natural resource based products are transported to market. As road weight limit postings are put in place, the conflict between road maintenance needs and the economic needs of businesses is clear. It is important to consider that most roads were not originally engineered for the weight they now carry. If money were no concern, the best course of action would be to rebuild each of the major service roads. That, however, is not economically feasible. Nevertheless, State Route 9 provides a good example of how effective reconstruction can improve a roadway. Considering the traffic volumes on US 1, a similar reconstruction of this roadway is worth pursuing.

MDOT is responsible for all the non-local roads. MDOT's authority includes permitting of driveways and entrances, curb cuts, summer and winter maintenance, and traffic flow and safety decisions such as traffic signals, signs, reconstruction and road widening.



The town contracts by open bid for snow plowing, salting and sanding each year for both town roads and for State roads within the town. The cost is covered from tax appropriations. The State reimburses the town about half the actual costs to the town for the State Roads that the town is mandated to maintain.

In the Six-Year Transportation Improvement Plan for 2002-2007, MDOT has proposed highway reconstruction for SR 189 through Whiting, and the removal of the Old Crane Bridge, known locally as the Old US 1 Bridge, which crosses the Orange River.

## TRAFFIC VOLUMES AND PATTERNS

Although the population of Washington County has decreased modestly during the 1990s, MDOT states that the total number of vehicle miles traveled in our County has increased by over 13 percent. MDOT estimates the average annual daily traffic volume (AADT) of most state and state aid roadways. Traffic counts taken every few years help the state calculate changes in traffic volume so that road improvements can be designed and built accordingly to handle those changes. AADT volumes do not reflect seasonal variations in traffic or daily peak traffic volume. Instead, AADT volumes help us understand the overall growth or decline of traffic on a roadway and the pattern of traffic on our road networks.

Transportation linkages in Whiting consist primarily of US 1, SR 189 and SR 192. US 1 bisects the entire east-west length of our town, while SR 189 extends eastward to Lubec, and SR 192 cuts through Whiting along Holmes Bay between the towns of East Machias and Cutler. Table 2 shows AADT counts for the most recent year for which data is available. Unfortunately, traffic counts are not available for other roads in our town. The volumes shown below represent both through traffic and local activity centered in our village at the intersection of US 1 and SR 189.

Table H-2

TRAFFIC VOLUMES		
Roadway	Location Description	AADT in 1999
US 1	US 1: west of State Route 189	2140
SR 189	State Route 189: east of US 1	2180

Source: Maine Department of Transportation

## LEVEL OF SERVICE

Traffic congestion can lower a roadway's level of service (LOS). In Whiting, however, traffic volumes are low relative to the capacity of the roadways and so the LOS has not been affected. Accordingly, MDOT has not noted any degradation in the LOS for roadways within the town.

## ACCESS MANAGEMENT

Access Management is the planned location and design of driveways and entrances to public roads to help reduce accidents and prolong the useful life of an arterial. While arterial highways

represent only 12% of the state-maintained highway system, they carry 62% of the statewide traffic volume. Maintaining posted speeds on this system means helping people and products move faster, which enhances productivity, and reduces congestion-related delays and environmental degradation. By preserving the capacity of the system we have now, we reduce the need to build costly new highway capacity such as new travel lanes and bypasses, in the future.

MDOT has established standards, including greater sight distance requirements for the permitting of driveways and entrances, for three categories of roadways: retrograde arterials, mobility arterial corridors, and all other state and state-aid roads. Due to the low volume of traffic on our roadways, our town has no roads in the retrograde or mobility corridor categories of roadways, which come under stricter access management standards.

To maintain and improve traffic flows, the Land Use section of this plan should address, and future Land Use Ordinances should include, access management performance standards that are in accordance with current law.

### **DANGEROUS INTERSECTIONS AND STRETCHES OF ROADS**

MDOT rates accidents according to a Critical Rate Factor (CRF), which corresponds to the number of times the actual accident rate exceeds the expected (average) accident rate. Generally, a CRF of 1.0 or more indicates a higher than usual number of accidents at that intersection or stretch of road. According to MDOT's most recent data, Whiting has no such areas.

Although our town has no CRF areas, residents have pointed out several areas as more dangerous than others. Speeding problems are found particularly on US 1 through Whiting village and along Route 191. The chief reason for this is seen as a lack of enforcement of the existing speed limits by the state police who serve our town. Also, there are some safety issues regarding school children playing beside, or crossing, US 1 near the Village School.

The town sees several locations as presenting potential safety problems:

1. The intersection of Route 1 and Route 189. This intersection is cause for concern due to speeding along Route 1, passing on Route 1 within the intersection, and because of cars not stopping at the stop sign when entering Route 1 from Route 189. The town would like a blinking light school sign on Route 189 to alert drivers approaching Route 1. The town would also like better signage on Route 1, for vehicles approaching Route 189 from the north, to indicate that their left turn is past the island.
2. Due to blind spots and speeding problems, there is a need for speed limit signs to be placed along the Dodge Road, Gardner Land Road, and Halls Mill Road.
3. There is concern among some townspeople that turning onto Route 1 from Chamberlain Lane, the Dodge Road, Gardner Lake Road, Halls Mill Road, and from the church property about a mile and a half west of the village center presents some difficulties due to the current 55 M.P.H. speed limit on Route 1 at those intersections. They would like consideration given to reducing the Route 1 speed limit around those intersections to 45 M.P.H.

## **TRAFFIC CONTROL DEVICES**

MDOT has installed a blinking yellow warning light and sign on both US 1 approaches to the Village School to indicate reduced speed limits during school hours.

## **SHOULDERS**

Stretches of US 1 in Whiting have paved shoulders on both sides of the road, but most of US 1, SR 189, and SR 192 do not have paved shoulders. Paved shoulders make the road safer, allow an area that is more useful for temporary maintenance of vehicles, provide increased opportunities for faster vehicles to pass slow-moving vehicles, offer safer opportunities for pedestrian travel, and allow easier and safer travel for the increased numbers of bicyclists touring the town. The need for paved shoulders along Whiting's roads should be studied further.

## **BRIDGES**

The town has five bridges, of which the State is responsible for four: two on US 1, one on SR 189 and one on SR 191. The bridges and culverts in town are in good condition, but the road surfaces over them need repairs or replacing. The town has no systematic means for inspecting or maintaining culverts or, for that matter, inspecting its roadways. All are structurally sound at present; however, the Old Crane Bridge, Old US 1 Bridge, is scheduled for removal over the next six-year period by MDOT. The Dodge Rd Bridge is a town bridge.

## **PARKING FACILITIES**

There are no parking structures in town. Present parking needs are met by existing on-street parking along roadways in our village area, the municipal lot, and in private lots. At current rates of growth, it is anticipated that current parking facilities will meet town needs for the next ten-year period.

## **PEDESTRIAN FACILITIES**

Presently, there are no sidewalks in Whiting. To increase the safety of Whiting's children, the need for sidewalks along US 1 in the vicinity of the school should be studied further.

## **RIGHTS OF WAY**

The actual routes of some of Whiting's early carriage trails are no longer clear as the roads have not been used for many decades. Rights of way may still exist along these roads. If so, townspeople may wish that these roads be developed and maintained.

## **PUBLIC TRANSPORTATION**

There are no public transit facilities in town. The Washington Hancock Community Agency (WHCA) provides scheduled van and door-to-door on demand transportation from our town to

Machias, Ellsworth, and Bangor for clients referred to them by the State of Maine Department of Human Services. These services are provided to income eligible persons and are typically children in state custody, welfare clients, Medicaid patients with medical appointments, the elderly and disabled, or people needing transportation to Meals for Me. Most of the longer trips are for medical services: shorter trips are to local doctors, pharmacies, and groceries. Users of this service are mostly families living below poverty level, people with mobility limitations, people with one or no available vehicles, and the elderly.

West Coastal Connection Bus Service offers daily service from Calais through Machias to Bangor, round trip. West also operates services three times weekly, connecting coastal communities to Ellsworth and coordinating its schedule with other service providers. Pick up points are at various locations throughout the county. In Whiting the pick up point is in the Village near the Community Building.

## **AIRPORTS**

There are no airports or public airfields within town. Primary regional airports include:

1. Bangor International Airport, 100 miles distant from the village center, provides national and international commercial passenger and freight services, as well as civil defense operations. 11,441-foot main runway. Car rental services are available.
2. Deblois Flight Strip, off State Route 193, has a 4,000-foot runway but no beacon or fueling services. Last rated by the state in poor condition.
3. Eastport Municipal Airport has a 4000-foot runway and provides limited charter and instructional services. Beacon and fueling services. Last rated by the state in good condition.
4. Hancock County - Bar Harbor Airport in Trenton is the nearest airport with regularly scheduled passenger commercial service. In addition to daily commuter service to Boston, Massachusetts, charter service is offered. Car rental services are available. 5,200-foot main runway.
5. Lubec Municipal Airport has a 2032-foot gravel/turf runway, with beacon, but no fueling services. Last rated by the state in good condition.
6. Machias Valley Airport has a 2909-foot runway and is used by private plane owners and in an emergency, by air ambulance services. Beacon, but no fueling services. Last rated by the state in good condition.
7. Princeton Municipal Airport has two runways, the larger of which is 3999 feet, and is used primarily by private businesses and recreational fliers. Beacon, but no fueling services. Last rated by the state in poor condition.

## **RAILROAD FACILITIES AND RAIL SERVICES**

There are no rail facilities or rail lines within our town. The closest rail line is the former Maine Central Railroad line in East Machias, however it is exempt. Exempt means the railroad line is no longer used and is no longer maintained. Abandoned rail lines stretch across Washington County and are generally in poor condition, as passenger service stopped nearly fifty years ago and freight service stopped in the mid-1980s. Recent efforts by the state have been made to

create recreational trails along abandoned rail lines and right-of-ways through our County. The East Coast Greenway is a bicycle and walking trail planned to extend from Key West, Florida to Calais, Maine, which may use some rail line right-of-ways. There also are efforts to expand freight rail service in Washington County, particularly in the Calais and Eastport areas with connections to Bangor. Passenger rail service in the State has been given a boost recently with the reinstatement of passenger service between Boston and Portland.

## **PORTS**

There are no port facilities in our town. The deep water Port of Eastport is the closest port. It has two piers, three berths, with a low tide depth 40 feet, and over 75,000 square feet of covered storage. The outer berth can accommodate a ship up to 900 feet in length. There is also a town breakwater in Eastport for use by smaller vessels.

## **REGIONAL TRANSPORTATION ISSUES**

As a community with relatively few employers and services, Whiting residents must travel to adjoining communities for most work and shopping opportunities. Residents are thus affected by the condition of arterial roads in Washington County. They are also affected by the poor condition of many state collector roads. Therefore, it is important that the town continue to participate in regional transportation planning efforts.

It is worth noting that while the population of Washington County decreased during the 1990s, the total number of vehicle miles traveled in our county actually increased by over 13 percent. Most of our roads are not congested now, but there is a need to protect them from future degradation and the significant taxpayer expense of adding remedial capacity. There is not significant congestion in the region, and the Level of Service (LOS), as determined by the MDOT, of major roadways has not been reduced.

While no immediate regional issues are apparent, one potential future issue is strip development.

The town may thus want to coordinate its future plans through a corridor management plan for US 1 with neighboring communities. Municipalities can formulate corridor management plans that seek to encourage residential, commercial and industrial development with entrances and driveways co-located and with the needed road improvements paid for by the developer. Corridor management plans outline the appropriate locations for such access management techniques as frontage roads, shared driveways, intersections, turn lanes and signals.

## **REGIONAL TRANSPORTATION ADVISORY COMMITTEE**

The Regional Transportation Advisory Committee (RTAC) process created by MDOT facilitates public participation during the formulation of transportation policy. RTACs are advisory committees consisting of citizens representing environmental, business, municipal, planning, and alternative forms of transportation, as well as members of the general public. The purpose of the RTAC is to provide early and effective input into DOT's plans and programs. The RTAC process is an effort to de-centralize transportation planning and give the general public an opportunity to help shape transportation policy and the decision making process.

RTAC collaborates with MDOT and the Regional Councils to develop regional advisory reports for each RTAC Region. Whiting is part of RTAC-Region 2, which encompasses Hancock and Washington Counties. The advisory report outlines each RTAC's objectives, goals, and strategies for improving transportation systems in their respective regions and the State. The RTAC's meet regularly and advise the DOT on a number of issues including advisory report strategies, updating of the advisory reports, and the Biennial Transportation Improvement Program (BTIP). BTIP is MDOT's programming document that defines potential projects for the next two years. Municipalities can suggest projects to be included in the BTIP for potential funding.

Whiting can insure a greater degree of involvement in the RTAC process by coming to RTAC meetings and stating why their projects should receive funding priority.

## **POLICIES AND IMPLEMENTATION**

In order to encourage, promote, and develop efficient and safe transportation facilities and services that will accommodate our town's anticipated growth and economic development, we have developed the following policies and implementation strategies:

1. The town will plan for optimum use, construction, maintenance, and repair of roads.  
Responsibility: Selectmen  
Time Frame: Immediate (To be accomplished within two years)
2. The planning board will contact MDOT to be advised on the projected traffic impact of proposed major subdivisions, as reviewed by the planning board under the State Subdivision Statute.  
Responsibility: Planning Board  
Time Frame: Ongoing
3. The town will explore the legal status of rights-of-way as needed.  
Responsibility: Selectmen  
Time Frame: Long-term
4. The town will develop a local roads ordinance that (a) harmonizes the access of driveways and entrances with the state access management regulations, (b) requires that private subdivision roads be brought up to acceptable standards, including width and culvert design, before the town would consider designating these private roads as town roads, and (c) requires that any private road in the Rural District be planned for by the town prior to the town's designating that road as a town road.  
Responsibility: Selectmen  
Time Frame: Long-term
5. The road commissioners will develop a multi-year road maintenance plan for the town, based in part on a recurring evaluation of roadways, culverts and bridges, which will be the basis for future allocation of road maintenance funds.  
Responsible: Road Commissioners  
Time Frame: Long-term

6. The town will study the need for sidewalks and paved shoulders.  
Responsible: Road Commissioners  
Time Frame: Long-term
7. The town will participate actively in RTAC-Region 2 meetings and policy development.  
Responsibility: Selectmen  
Time Frame: Ongoing
8. The town will work with neighboring communities to develop a Corridor Management Plan.  
Responsibility: Selectmen  
Time Frame: Long-term
9. To minimize erosion of sediment into adjacent surface waters, erosion controls will be used during road construction or maintenance that causes soil disruption when in the watersheds of the town's lakes, ponds, and streams. These erosion controls will be removed once the disrupted areas have been re-vegetated.  
Responsibility: Selectmen  
Time Frame: Immediate (To be accomplished within two years)
10. The town will support development of the new Machias Regional Airport in the town of Jonesboro.  
Responsibility: Selectmen  
Time Frame: Long-term

## **SUMMARY**

Whiting residents must travel to adjoining communities for most work and shopping opportunities, so we are affected by the condition of many arterial roads in Washington County. Transportation linkages in town consist primarily of US 1 and State Routes 189 and 192. Our town relies on its road network as its primary transportation network. Therefore, local roads need to provide safe, reliable access to work, school, stores, and residences. Overall, our roadways are in good condition. Given limited funding and the significant expense, our town has done a noteworthy job of maintaining its roads. Continued proper and affordable maintenance of the road network in Whiting is in the best interests of all residents. All new roads, subject to subdivision review, must be constructed to specific standards. MDOT has jurisdiction over most main roads and bridges within Whiting, so the town will continue to communicate and cooperate with the department. Our town also will continue to participate in regional transportation planning efforts.

## **I. PUBLIC FACILITIES AND SERVICES**

This section reviews Whiting's current public facilities and services to determine if they meet our needs today and if they have the capacity to serve our town for the next 10 years. The goal of this section is to plan for, finance, and develop an efficient system of public facilities and services that will accommodate the town's future needs.

### **GENERAL MUNICIPAL ADMINISTRATION**

Whiting is part of State Senate District 4, State House District 133, and U.S. Congressional District 2. The town has a selectpersons/town meeting form of government with a town clerk responsible for the day-to-day operations. All municipal departments have capital reserve accounts for equipment replacement and building maintenance. The three-member board of selectpersons serves staggered three-year terms and typically meets the second Monday of each month, or as needed. The town's fiscal year ends on January 31 and approval for the budget is achieved through the annual town meeting/election held in March.

### **BOARDS AND COMMITTEES**

The Board of Selectpersons appoints long term, short term and project committees as needed.

Board of Selectpersons

Addressing Committee

Board of Assessors

Board of Appeals

Budget Advisory Committee

Comprehensive Plan Committee

Economic Development Committee

Historic Preservation Committee

Planning Board

School Committee

The board of appeals hears grievances regarding variance requests. The board of assessors hears grievances regarding tax abatements. The budget advisory committee works with the board of selectpersons and town employees to prepare the annual budget for town meeting. The planning board consists of 5 members and 2 alternates. Monthly meetings are held to review site plans for any development proposals. The planning board also reviews shoreland zoning and wetlands issues for compliance with state and local regulations.

### **MUNICIPAL BUILDINGS/FACILITIES**

The Community Building, constructed in 1987, is 2,610 square feet, situated on 1.5 acres, on US 1 in the Village. Its valuation is \$125,800. The Town Office, Fire Station, storage facilities, and a multipurpose room used for community events and school gym classes are located in the Community Building.



The town owns no other buildings. A full inventory of any lands that town may own has not been completed.

The Community Building serves us well, but it is anticipated that the construction of an additional public facility might be warranted. The Fire Station may need more space and there is a desire to reduce the town's insurance liability, which is high because the town hosts community events in a building that is shared with the Fire Department. In addition, the town may wish to provide a library, which could not be feasibly located in the Community Building.

## **MUNICIPAL SERVICES**

### **Town Clerk**

The town clerk is responsible for administering the town's routine business. The clerk and each department head report directly to selectpersons. Staffing includes the following full-time employee: a town clerk, and the following part-time employees: deputy clerk, tax collector, treasurer, constable, road commissioner, registrar of voters, health officer, fire chief, and certified code enforcement officer.

### **Highway Department, Transfer Facility and Solid Waste Management**

Whiting contracts for year round road maintenance.

There are no landfills or waste transfer facilities within Whiting. A private contractor provides weekly solid waste curbside pick-up services for the town, or the residents may take their trash to the transfer station/recycling facility. In 2001, the Marion Transfer Station reported that Whiting sent 146.86 tons of trash (293,720 lbs.) to the facility. The town has no recycling facility; Lubec does. The Marion Transfer Station accepts recyclables including cardboard, newspaper, plastics, glass, and cans.

Each of Maine's municipalities has to submit an annual report of its solid waste management practices. The state's objective is for each municipality to recycle at least 50 percent of its household waste. If the quota is not attained, a fee is imposed, unless the municipality indicates good faith in attempting to improve its recycling rate. Developing a reasonable progress plan agreeable both to Maine Solid Waste Agency and the municipality does this. Many communities did not achieve the state planning office's (SPO) 1998 deadline for achieving 50 percent recycling. The State Planning Office does not have recent recycling rate data for Whiting, but does for the Marion Transfer Station, which covers the communities of Charlotte, Cooper, Cutler, Dennysville, East Machias, Machiasport, Meddybemps, Northfield, Perry, Pembroke, Robbinston, Wesley, Whiting, T19 ED BPP, T18 ED BPP, No. 14 Twp., Marion, Edmunds and Trescott. The 2001 adjusted recycling rate for this region was 10.8%, down from more than 16% the year before. Recycling should be more actively promoted in our community and region.

**Water Supply**

The town does not have a central public water system. There is a public water supply serving the Whiting Village Public School. See Maps 5 and 10. Residents and businesses depend upon their own on-site dug or drilled wells and springs for all water needs. Some residents also use water from a spring on the Dodge Road, a short distance north of US Route 1. These sources have adequately met our needs and are projected to continue to do so for the foreseeable future. The utmost care must be taken to prevent pollution of these sources. Areas should be designated where additional public water supply of good quality could be obtained in future years, and care must be taken not to pollute these water resources. Wetlands protect our water supplies. Throughout Washington County, the natural occurrence of arsenic in bedrock necessitates regular testing of wells for this and other contaminants.

**Septic Systems, Overboard Discharges, and Sewer Systems**

The town does not have a municipal sewerage system. Disposal is by on-site wastewater systems (septic tanks and leach fields) and overboard discharges (OBD's). Nearly all residents and business depend upon private septic systems. Because of our dependence upon wells and springs for drinking water, it is crucial to install, upgrade where necessary, and maintain adequate septic/sewage disposal systems. Referring to the town's soils suitability maps before installing any system can help prevent the possibility of pollution. The minimum standards for the installation of septic disposal systems established by the State of Maine must be observed. Lots with no public water supply or public sewage disposal systems must meet the State minimum size of 20,000 square feet or approximately one-half acre.

**Stormwater Management System**

Whiting's stormwater system consists primarily of roadside ditches, catch basins and culverts. Sub-surface stormwater drainage pipes are located along US 1. The system, although functional, is old. The state owns and maintains the system located along US 1, while the town is responsible for the rest.

**Police Protection**

Whiting employs a town constable, who acts as the sergeant at arms for town meetings, the animal control officer, and enforces the local shellfish ordinance. The Washington County Sheriff's Office and the State Police provide police protection. The County Sheriff's Office provides the dispatching services for emergency services.

Whiting's crime rate is lower than many other communities in its vicinity and the statistics show that it is among the safer areas in Maine.

**Fire Protection**

The Whiting Fire Department is a non-profit corporation, separate from town government. The Fire Station, located in the Community Building, serves the surrounding towns as well as

Whiting. The department includes around twenty volunteers, with no full-time members. Whiting has mutual aid agreements with the surrounding towns of East Machias and Lubec.

Mill Pond provides water for fire protection in the Village. Whiting has no fire hydrants.

The department's equipment includes one pumper (1980 FII - 1000 gallons) two trucks (1975 Mack 5 ton army truck – 2500 gallons; 1969 Dodge pick-up – 250 gallons), and one tanker (1969 International – 2300 gallons).

### **Emergency Services**

Whiting does not have its own ambulance service. Instead an ambulance service, with facilities in Dennysville and Lubec, serves the eastern part of town, including the Village. For the western part town, including Holmes Bay and the Gardner Lake area, the Machias Ambulance Service of the Down East Community Hospital provides coverage. Given the costs of ambulance services and the low and dispersed population of our town and region, it is recognized that regional cooperation is essential to ensure adequate ambulance coverage to our residents. Washington County dispatch provides the dispatching services for our town.

### **Enhanced 9-1-1**

The Emergency Services Communication Bureau has assisted Whiting in the physical addressing of all properties. E-911 is not fully operational at this time throughout the town. E-911 service automatically displays a caller's address on a computer screen at a call-answering center and the caller's number can automatically be redialed if the line is disconnected.

### **Cemeteries**

Whiting has a total of 20 cemeteries, including family plots. None of these cemeteries is town-owned. The following is a listing of the largest cemeteries, their location and acreage:

Table I-1  
Whiting Cemeteries

Name	Location	Acreage+/-
Whiting Village Cemetery	Village US 1	2
Gardners Lake Cemetery	Gardners Lake Rd	1/8
Mary Look Cemetery	Holmes Bay SR 191	3/4

See Map 2: Whiting Streets and Public Facilities for the location of cemeteries. Our cemeteries contain tombstones dating back to the early 1800s. It is anticipated that enough land remains to meet local needs for the next ten years and beyond.

### **MAIL DELIVERY**

The Whiting Post Office (04691) has been located in its present location on US 1 in the Village since 1980. Whiting has had a post office in the Village since the mid 1800s. The U.S. Postal Service leases its facility, and has window hours of 9-2 Monday through Saturday. Residents

have expressed a desire for increased opening hours. Although many residents have a post office box, part of the mail is delivered through a rural carrier for home delivery. Townspeople are concerned that the USPO might close the Whiting Post Office as part of a general consolidation of small town post offices. The Town would feel devastated if this were to happen.

## **EDUCATION**

MSAD 77 provides for the education of pupils in the towns of Cutler, East Machias, Machiasport, Whiting. MSAD 77 operates the following schools, one of which is located in Whiting:

Table I-2  
Schools

School Name	Address	Enrolled Pupils	Grades
Bay Ridge Elementary	HC 69 Box 1242, Cutler	54	K-8
Elm Street School	PO Box 229, East Machias	156	K-8
Fort O'Brien School	PO Box 37, Machiasport	101	K-8
Mary C Burns School	High St, East Machias	9	PK-
Whiting Village School	US 1, Whiting	41	K-8

The above table includes all resident pupils who were attending these schools on October 1, 2000. For secondary education, students from MSAD 77 may attend Washington Academy, which is a private school that also serves as a public school. Washington Academy, located on High Street in East Machias, provides for the education of pupils in grades 9 through 12. In October 1, 2000, the school served 300 students, 174 of whom were from MSAD 77. For more recent student enrollment figures and enrollment over past five years, please see the Population Section.

The Whiting Village School is located in an older building. However, there is a strong desire by many to maintain the current capacity and not to expand the facility. School-age population trends between 1990 and 2000, if continued through 2010, project a decline in school enrollment.

## **Vocational and Technical School**

The Washington County Technical College serves the entire population of our County. As a part of College's approach to total quality management, strong partnerships have been established with area businesses and public schools that seek to make their graduates highly employable. The Vocational Center currently serves secondary students from area high schools with additional adults annually participating in secondary technical, as well as post-secondary, program offerings.

**HEALTH CARE**

Whiting Bay Family Medicine, located on US 1 in the Village, is a privately owned medical practice operated by Julia Arnold, M.D. Dr. Arnold is a Board Certified Family Practitioner. Her practice emphasizes well-child exams, sports physicals, annual gynecological exams for women, and complete annual physicals for men and women. Dr. Arnold also provides complete prenatal care and obstetrics. There are several other doctors offices in the region outside of the towns borders including Dr. John Gaddis, Family Medicine in East Machias.

The Regional Medical Center at Lubec, staffed by 2 active physicians, 2 mid-level practitioners, 2 dentists, and 1 dental hygienist offers preventive and primary health care services, as well as telemedicine, counseling, community education and outreach, podiatry, optometry, lab and x-ray services.

Down East Community Hospital located in Machias, the closest hospital to Whiting, is a 36-bed nonprofit, acute care, general community hospital with an emergency department. The Active Medical Staff consists of 25 practitioners who provide a range of medical, surgical, obstetrical, orthopedic, and ophthalmic service. Additional physicians serve as consultants, regularly providing care in the specialty disciplines of cardiology and oncology. The Hospital also houses a full-time Pharmacy, Physical and Cardiac Rehab Departments, and maintains an active continuing education program.

Calais Regional Hospital is a community hospital healthcare center with 49 acute care beds, an eight-bed skilled nursing facility, and emergency department. The 16-physician active medical staff encompasses emergency medicine; general surgery, endoscopy and laparoscopic surgery; obstetrics and gynecology; orthopedic surgery; family practice; radiology; pediatrics; and internal medicine. It is complimented by a multi-specialty courtesy staff of 30 physicians and a variety of allied medical specialists. Outpatient services include laboratory procedures; physical, occupational, and aquatic therapy; osteoporosis management and prevention; radiology, including fixed unit CT scan, mobile MRI and nuclear medicine, bone density testing, ultrasound exams and mammography; chemotherapy; day surgery; cardiac rehabilitation; nutritional counseling; home health care and respiratory care procedures. Also offered are clinics in cardiology, otorhinolaryngology (ENT), ophthalmology, podiatry, prosthetic-orthotics, wound care, blood pressure, and well baby programs.

Maine Coast Memorial Hospital located in Ellsworth is a 64-bed fully accredited community hospital healthcare center. The hospital offers extended services at two major clinical centers in Gouldsboro and Southwest Harbor and four rehabilitation centers. The Active Medical Staff consists of 31 practitioners who provide a comprehensive range of medical, surgical, obstetrical, orthopedic, and ophthalmic service to the community. Outreach programs such as support groups and on-going health classes are also offered.

**CULTURE/COMMUNITY EVENTS**

The Community Building is the venue for many town and social events, such as community breakfasts, potluck suppers, group yard sales, and charitable fundraisers.

## COMMUNITY ORGANIZATIONS AND SERVICES

Whiting Historical Society  
 Quilting Club  
 Parent-Teacher Committee

### Churches

Hope Bible Fellowship, US 1 toward East Machias  
 Society of Friends Meeting House (Quaker), SR 189  
 Whiting Village Church

## PUBLIC UTILITIES AND SERVICES

**Electrical Service:** Bangor Hydro

**Telephone Service:** Verizon

Table I-3  
 Area Media

Television, Cable, and Radio	Newspapers
WLBZ - Channel 2 (NBC affiliate) Bangor	Bangor Daily News (daily)
WABI - Channel 5 (CBS affiliate) Bangor	Calais Advertiser (weekly)
WVII - Channel 7 (ABC affiliate) Bangor	Downeast Coastal Press (weekly) Cutler
Maine PBS- Channel 13 (PBS affiliate) Calais	Ellsworth American (weekly)
Pine Tree Cable	Lubec Light (monthly)
WQDY (1230 AM & 92.7 FM) Calais	Machias Valley News Observer (weekly)
WALZ (95.3 FM) Calais and Machias	Downeast Times (weekly) Calais
WMED (89.7 FM) (NPR affiliate) Calais	Quoddy Tides (twice monthly) Eastport
WSHD (91.7 FM) Eastport	
WCRQ (102.9 FM) Calais	

Note: Radio stations based outside of Washington County are not shown.

**Internet Providers:** There are a number of Internet service providers that offer local access numbers.

## TOWN SURVEY RESULTS

In February-March 2002, the Comprehensive Planning Committee surveyed town residents on a range of issues. There was a broad level of satisfaction with the town's public facilities and services. Specifically, respondents were satisfied with their police and fire protection, ambulance services, schools, town office services and hours, town government costs, and cemeteries. Many respondents had no opinion, however, on adult and vocational education programs, suggesting a lower level of use of these services.

## **POLICIES AND IMPLEMENTATION**

In order to plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development, the town has developed the following policies and implementation strategies:

1. The town will raise local monies, secure loans and/or seek grants to construct/renovate a town office, and/or library.

Responsibility: Selectmen

Time Frame: Long term

2. The town will continue to educate its citizen on the importance of recycling through the use of fliers, informational meetings and school programs. Literature on the local recycling program will be made readily available to residents at the town office.

Responsibility: Selectmen

Time Frame: Ongoing

3. The town will address future funding needs for replacement items through the Capital Improvement Plan as indicated in the fiscal capacity section.

Responsibility: Selectmen

Time Frame: Long term

## **SUMMARY**

Through proper maintenance and investment, Whiting's public facilities and services have remained in good condition overall. Town residents have expressed a broad level of satisfaction with a wide range of these public facilities and services. Although the town has not previously established a formal Capital Improvement Plan as further discussed in the fiscal capacity section, the Town has provided reserve accounts for many necessary items. Prudent management decisions at the local level have prevented the town from being forced to make large capital investments within one tax year.

## J. FISCAL CAPACITY

The primary funding source for municipal government is property tax revenue. In order to maintain a consistent mil rate year to year, town government must operate in a manner that is fiscally responsible. Large fluctuations in the tax rate can cause public concern and can also discourage economic development. Although the priorities of our town may change from change from one year to another, stable municipal finances are always a fundamental responsibility of town government. It is important for Whiting to handle diligently all yearly expenditures while at the same time planning for the town's long-term objectives. As is the case with any business, the physical assets of Whiting must be properly maintained through capital reserve accounts to protect the town's continued economic health.

The goal of this section, as with the Public Facilities section, is to plan for, finance, and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development, without placing an enormous burden on the town's taxpayers.

The majority of the financial information for this section was taken from town reports.

### VALUATIONS

Taxes are assessed to local property owners according to the fair market value of their property. This assessment is known as the municipal or town valuation and is determined by the assessors through the assessing agent.

According to the town report, Whiting's total real and personal property valuation was \$20,551,772 in 1997 and has risen to \$21,544,965 in 2001. This equates to approximately a 4.83% increase, which is lower than average for many communities countywide.

In 2001, the town's top five taxpayers in order from highest to lowest were:

Name	Tax Amount
1. Bangor Hydro Electric Co.	\$15,391.80
2. IP Forests L.L.C.	\$11,854.69
3. Gerrity Family Limited Partnership	\$ 7,897.35
4. Dale Thomas	\$ 4,337.07
5. Dale Henderson	\$ 3,353.18

State law provides for tax exemptions for certain types of property, such as: charitable and benevolent, religious, literary and scientific, and governmental. Generally, the previously mentioned properties would be totally non-taxable by exemption. Partial exemptions also exist for veterans of foreign wars or their widows that have not re-married, individuals who are legally blind, and homestead exemptions for the homeowner's primary residence. The state does provide some reimbursement to the municipalities for veteran and homestead exemptions. However, in many communities the number of exempt properties is increasing, which decreases the municipal tax base. Since exemptions are established by statute, the town has virtually no choice but to



grant an applicable exemption. Often, in such a case as a real estate transfer to a tax-exempt organization, the town has little notice that the property will seek exempt status and then the town must deal with the impact on the upcoming budget. As the amount of these exemptions increases, it becomes very difficult for the community to maintain a constant tax rate.

The state also places a total valuation on the town. This value is known as the State Valuation. Every year the Maine Revenue Services Property Tax Division reviews all arms length sales that have occurred in each community. (An arms length sale is a sale that occurs between a willing seller and a willing buyer without any extenuating circumstances. Examples of non-arms length sales could be estate sales, interfamily transfers, foreclosure sales, and auctions.) These sales are compared to the town's local assessed values to determine the assessment ratio or the percentage of market value that the town is assessing. The state's valuation is used to determine the amount of revenue sharing the town will receive and the portion of the county tax that the municipality will pay.

Although the assessor's records indicate that the town has not had a total town-wide revaluation since 1993, the town's current state certified assessment ratio is 92% of market value. The state indicates that a town should be revalued at least once in every 10-year period. However, they also indicate that a revaluation must be preformed when the assessment ratio falls below 70% of market value.

## **MIL RATE**

After the town's budget has been approved and all applicable state and local revenues are deducted from the approved expenditures, the town arrives at the dollar amount that will be raised through tax revenues. This amount is called the net commitment or appropriation. The assessing agent arrives at a valuation for each taxable property in the town and the taxpayers are assessed their share of the tax burden through a mathematical calculation. The total appropriation is then divided by the total taxable or assessed valuation of the town to arrive at the minimum tax rate. This rate is usually expressed in dollars per thousand-dollars of valuation, or in decimal form, commonly referred to as the mil rate. The difference between the amount that is actually committed to the collector and the total appropriation is called overlay. Overlay is commonly used to pay any tax abatements that are granted during that tax year. Any overlay that remains at the end of the year is usually placed into the general fund. The overlay cannot exceed 5% of the total appropriations. Since the mil rate is a direct result of a mathematical calculation, fluctuations in this rate will occur from year to year if there is a change in the total valuation or the tax commitment. The mil rate in 1997 was .01489 and in 2001 was 0.017.

The Maine Municipal Association (MMA) has ranked the local property tax burden for all 486 Maine municipalities. Their calculation considered municipal full value mil rate, commitment, median household income, median home value and property tax. The most recent data available is from 1999. The table below shows selected municipalities in Washington County, as well as the countywide average. A rank of 1 was the highest burden and 486 was the lowest. Whiting was listed as number 234.

**Table J-1: Tax Burden Rankings**

Municipality	Tax Paid as % of Median Income	1999 Burden Rank
Lubec	6.61	15
Eastport	6.56	17
Machias	5.78	35
Cutler	4.33	118
Calais	4.03	151
Pembroke	3.82	178
Charlotte	3.66	201
Cherryfield	3.66	202
Columbia	3.61	210
Dennysville	3.59	216
<b>Whiting</b>	<b>3.45</b>	<b>234</b>
East Machias	3.34	259
Robbinston	3.29	268
Perry	2.54	368
Washington County Average	3.44	253
Maine State Average	3.58	
Source: Maine Municipal Association 1999		

## MUNICIPAL REVENUES AND EXPENDITURES

### Revenue

The table below shows the major sources of municipal revenue for calendar years 1997 through 2001. Intergovernmental revenues consist of road maintenance funds and state park, tree-growth, veteran and homestead reimbursements. Departmental revenues are those dollars that are received through departmental user fees, photocopy charges, planning boards application fees, etc. Local revenues consist of general assistance funds, insurance dividends, sale of town property, boat excise taxes, and interest on investment. Other financing sources include transfers from other funds, interest and municipal-state revenue sharing.

Total revenues increased slightly (a total of only 28%) over the past five years. As a percent of revenues, property taxes decreased from 79% to 76% during this period. 1998 shows a substantial increase in the category of intergovernmental revenues and a reduction in the town's total valuation due to the legislature's enactment of the homestead exemption and the manner in which it is reported and reimbursed to the town. (In the figures below, the State provides Local Road Assistance, State Revenue Sharing, and Tree Growth Penalty monies.) In that same year the town's fire department received \$2,160.75 as the ice storm reimbursement from FEMA. Total revenues increased 28% from 1997 to 2001. As a percentage of revenues, property taxes declined from 79% to 76%.

**Table J-2: Town of Whiting Revenues 1997-2001**

<b>Income</b>	<b>1997</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>
Property Tax	286,212.24	313,659.32	310,902.03	295,474.54	350,684.01
*Local Road Assistance	7,020.00	6,960.00	6,960.00	6,960.00	6,960.00
*State Revenue Sharing	20,519.51	22,415.03	21,332.80	23,593.58	22,903.92
Excise Taxes	38,553.74	47,241.46	52,489.06	58,049.00	59,451.78
*Tree Growth Penalty	N/A	N/A	N/A	12,116.70	0.00
Tree Growth Reimburse.	N/A	4,578.37	11,397.78	8,708.62	9,728.87
Boat Excise Taxes	992.50	1,066.20	982.10	1,254.50	1,243.30
Interest & Lien Fees	4,081.49	4,399.81	4,494.39	4,470.09	5,880.06
Misc. Revenue	3,625.63	5,142.63	4,829.43	4,870.03	2,105.62
Sale of Town Prop (Net)	N/A	N/A	N/A	1,290.00	4,322.74
<b>TOTALS</b>	<b>361,005.11</b>	<b>405,462.82</b>	<b>413,387.59</b>	<b>416,787.06</b>	<b>463,280.30</b>

Source: Whiting Town Reports

\* Provided by the State, which also makes up Homestead exemption losses.

In the town survey, respondents indicated a desire for more development. Any future commercial/residential development will benefit the town through increased property tax revenues, which is the town's primary funding source.

## Expenditures

The table below illustrates the amount of money expended for each of the major departments within the town of Whiting for calendar years 1997 through 2001.

In 2001, approximately 58 percent of total expenditures went to education as compared to almost 53 percent in 1997. Total expenditures increased 17% from 1997 to 2001, while education expenses increased 30% and general government expenses increased 60% over this period. Expenditures are affected yearly, not only by the local budget but also by the amount of state revenue sharing. It is difficult to predict municipal expenditures for the next ten years, although a total increase of at least 20% by the end of the decade seems likely. Demands for services, county assessments, valuation, population, and many other factors all enter the very political process of determining expenditures every year. General government expenditures increased 60% and educational expenses increased 30% over the five years. Total expenditures increased 17% from 1997 to 2001.

**Table J-3: Town of Whiting Expenditures 1997-2001**

<b>Expenses</b>	<b>1997</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>
General Government	45,478.32	49,255.07	50,047.23	60,872.57	72,545.19
Public Safety	10,828.05	9,142.30	10,523.20	9,982.30	9,875.10
Public Health/Solid Waste	14,371.17	29,176.71	28,083.82	27,699.96	24,627.04
Public Transportation	14,520.00	16,536.00	18,166.47	19,352.30	17,893.65
Road Construction	17,367.70	68,701.14	3,120.00	6,228.00	6,228.00
Education	196,572.43	215,419.72	218,848.19	221,627.13	254,856.28
Unclassified	4,867.20	4,761.84	1,176.88	456.67	1,523.66
Assessments & Debt Service	69,199.79	36,706.03	40,116.37	38,840.12	40,626.77
Capital Outlay	N/A	N/A	N/A	9,900.00	8,000.00
<b>TOTALS</b>	<b>373,204.66</b>	<b>429,698.81</b>	<b>370,082.16</b>	<b>394,959.05</b>	<b>436,175.69</b>

Source: Whiting Town Reports

## CAPITAL IMPROVEMENT PLAN

The comprehensive plan recognizes planned growth and a diverse mix of land uses within the town as an important aspect of fiscal planning. The primary implementation strategy for the fiscal capacity section is the development of a capital improvement plan (CIP). The purpose of a CIP is to establish a framework for financing needed capital improvements. A CIP guides budgeting and expenditures of tax revenues and identifies needs for which alternative sources of funding such as loans, grants or gifts will be sought. Capital improvements are investments in the repair, renewal, replacement or purchase of capital items. Capital items can include equipment and machinery, buildings, real property, utilities and long-term contracts and are funded through the establishment of financial reserves. Capital improvements differ from operating expenses or consumables. The expense of consumables is ordinarily budgeted as operations. Capital improvements generally have the following characteristics: they usually have an acquisition cost of \$5,000 or more; usually do not recur annually; have a useful life of 3 or more years; and they result in fixed assets.

Capital improvements are prioritized each year in the budget process based on the availability of funds and the political will of the community. A complete CIP describes expected yearly investment and allows for both changes in priorities and reduction of available funds. The CIP is intended to prevent an unavoidable capital improvement from occurring in a single fiscal year. The unexpected purchase of a sizeable improvement can overburden the tax rate and cause large fluctuations in tax bills from year to year.

A CIP attempts to illustrate all expected capital improvements over a number of years. The longer the useful life of a capital item, the lower the annual provision for its eventual improvement. It is important that capital improvements be financially provided for each fiscal year, minimizing later expense.

*For the purpose of this plan, the total costs have been recognized with an indication of the expected time frame for each item that is desired based on priority ratings. The town is currently in the process of developing a complete capital improvement plan that will provide for a yearly*

*allocation of available and applicable funds. Each year any necessary changes will be made to the CIP and it will be included in the annual budget. Each year the Budget Committee will review the funding requests and make a recommendation for town meeting review.*

The capital improvements identified below were assigned a priority based on the listed rating system. Logically, “A” improvements would be implemented prior to “B” and so on. A lower priority item may be funded ahead of schedule if higher priority items have already been funded or are prohibitively expensive, or if other sources of revenue (such as donated funds) become available. In order to fund some capital improvements projects, it may be necessary to begin to identify funding sources and set aside funds in advance of the projected time of funding.

***A** - Immediate need. A capital improvement rated in this category would typically remedy a danger to public health, safety and welfare.*

***B** - Necessary, to be accomplished within 2 to 5 years. A capital improvement rated in this category would typically correct deficiencies in an existing facility or service.*

***C** - Future improvement or replacement, to be accomplished within 5 to 10 years. A capital improvement rated in this category would be desirable but is of no urgency. Funding would be flexible and there would be no immediate problem.*

***D** - Desirable, but not necessarily feasible within the 10- year time frame of the current plan.*

Projects previously mentioned and identified throughout this comprehensive plan and existing reserve accounts are the basis for this capital improvement plan and have been incorporated into the table below.

**Table J-4: Capital Improvement Plan**

<b>Department</b>	<b>Item</b>	<b>Costs</b>	<b>Priority</b>	<b>Responsibility</b>	<b>Funding Sources</b>
General Government	Build New Town Office/Library/Genealogy Building	\$200,000	A	Selectmen	Community Development Block Grant
Public Safety	Expand Fire Department Area within Community Building	\$100,000	A	Fire Dept.	CDBG
Public Works	Conduct Evaluation of All Town Roads & Public Rights-of-Way	\$50,000	A	Selectmen	Grant
Culture and Recreation	Acquire Land on Indian Lake for Boat Landings	?	B	Selectmen	Grants; Local Taxes
Culture and Recreation	Develop Boat Landings and Public Beaches	\$120,000	B	Selectmen	Grants and Matching Funds
Public Works	Maintain & Upgrade Roads; Pave Shoulders; Build Sidewalks	\$300,000	B	Selectmen	State funds; Local Taxes
General Government	Pave Town Parking Lot	\$50,000	B	Selectmen	Local Taxes
School	Acquire Land for Facilities Expansion	?	B	School Board	SAD 77
School	School Renovations; Expand Playground	\$100,000	B	School Board	SAD 77
Housing, Health & Welfare	Build Elderly Housing Residential Project	\$500,000	B	Selectmen/ Comm. Dev. Director	CDBG
Public Safety	Contract Police Protection for Three Years	\$150,000	C	Selectmen	Grant
Housing, Health & Welfare	Renovate Homes Owned by Elderly	\$100,000	C	Selectmen/ Comm. Dev. Director	Grants
Public Safety	Acquire New Fire Department Trucks	\$300,000	C	Fire Dept.	Grant

**SUMMARY**

Whiting has been doing very well in managing its finances over the last five years and the mil rate has remained within a consistent range. In the past, the town has been responsible and has budgeted for capital improvements as needed. The town has prepared a Capital Improvement Plan that has prioritized public improvements over the next ten years.

## K. LAND USE

This land use section is based upon the information found in the inventory and analysis within the preceding sections of this comprehensive plan. Existing land use patterns are reviewed and efforts are made to minimize non-conforming uses within each proposed area designation. The recommended land use plan has been shaped by the policies developed in each section of the comprehensive plan. Consideration was given to existing land use patterns and the expected future land use needs.

Whiting's citizens and property owners, in the town survey in early 2002, wanted the town to encourage certain activities and to discourage others. As a consequence of their comments, the town should consider several ordinances. Such ordinances might require all developments provide a detailed site plan, set forth restrictions to keep out undesirable elements, focus specifically on certain businesses (e.g., light industry, campgrounds), and increase set-back distances from bodies of water and streams. More details can be found in the Report on the Town Survey.

Growth management legislation requires the designation of growth and rural areas in comprehensive plans, with exceptions (30-A MRSA §4311 et seq.). Specific language is in §4326 Pt. 3:

*...each municipality shall employ the following guidelines consistent with the goals of this subchapter:*

*A. Identify and designate at least 2 basic types of geographic areas:*

*(1) Growth areas, which are those areas suitable for orderly residential, commercial and industrial development or any combination of those types of development, forecast over the next 10 years. Each municipality shall:*

*(a) Establish standards for these developments;*

*(b) Establish timely permitting procedures;*

*(c) Ensure that needed public services are available within the growth area; and*

*(d) Prevent inappropriate development in natural hazard areas, including flood plains and areas of high erosion; and*

*(2) Rural areas, which are those areas where protection should be provided for agricultural, forest, open space and scenic lands within the municipality. Each municipality shall adopt land use policies and ordinances to discourage incompatible development.*

*These policies and ordinances may include, without limitation: density limits; cluster or special zoning; acquisition of land or development rights; or performance standards.*

*A municipality is not required to identify growth areas for residential, commercial or industrial growth if it demonstrates that it is not possible to accommodate future residential, commercial or industrial growth in these areas because of severe physical limitations, including, without limitation, the lack of adequate water supply and sewage disposal services, very shallow soils or limitations imposed by protected natural resources; or it demonstrates that the municipality has experienced minimal or no residential, commercial or industrial*

*development over the past decade and this condition is expected to continue over the 10-year planning period. A municipality exercising the discretion afforded by this paragraph shall review the basis for its demonstration during the periodic revisions undertaken pursuant to section 4327; [2001, c. 406, §4 (amd).]*

The designation of growth areas is intended to direct development to areas most suitable for such growth and away from areas where growth and development would be incompatible with the protection of rural resources and the welfare of the people. Based on growth management principles, growth areas are to be located close to municipal services to minimize the cost to the municipality for the delivery and maintenance of these services. The designation of rural areas is intended to protect agricultural, forest, wildlife habitat, scenic areas, and other open space areas from incompatible development and uses and for the enjoyment and sustainable use by the people.

Whiting is required to designate a growth area, as further development is possible in the designated growth areas, and because Whiting has experienced development over the past decade and anticipates further development over the next ten years. As noted in the housing section, for example, during the 1990s, Whiting saw a 34.6% increase in the total number of housing units.

## **DEVELOPMENT PRESSURE**

Whiting has experienced limited commercial growth along the US 1 corridor, including home based businesses that have been established to take advantage of the traffic that uses this main road. This growth is most evident near the East Machias border and in the Village. Whiting's village area is similar to many other rural villages in Maine. There is the possibility that businesses will locate on US 1 toward East Machias, away from the central village area and municipal services. Most new residential development has occurred along the shores of Gardner Lake, Rocky Lake, and Holmes Bay. While camps often are built for seasonal use, many have been converted for use year round. This trend is likely to continue.

Growth has been limited along U.S. 1 between the Village and the East Machias border in part because of the approximately four mile break in Bangor Hydro's domestic power service. Between Indian Lake and Gardiner Lake, Bangor Hydro will not tap its present power line. Should demand warrant, the company would install an "underbuild" line with a feed from either East Machias or Whiting. If this occurs, the "Whiting Woods" section of Rte 1 may see rapid residential, and possibly commercial, growth. Whiting also has seen much recent liquidation of industrial timberland and subdivisions into 40-acre residential lots, a trend that probably will continue.

Because of the town's geography and population distribution, resident children attend several elementary schools, some lying in neighboring towns. Although the town's public school enrollment has declined in the last five years, its two-room Whiting Village School building is under pressure to increase capacity. In the future, the school may have to restrict attendance. Due to overcrowding, the school has had to restrict attendance to town residents in the 2002-03 school year. Some families from surrounding communities have sought rental housing or to build



in town to allow their children to attend Whiting Village School. These pressures will only increase.

## EXISTING LAND USE PATTERN

Whiting's existing land use patterns are in Table 1 and are illustrated on the Existing Land Use Map located at the end of this section. Whiting's village area is composed of some residential, public, and commercial uses. The majority of the village area contains small lots and varied setbacks. The areas northeast and west of the village, along US 1, are a mixture of commercial, residential and home occupational uses. Toward Trescott, a mixture of uses, primarily residential, is located along SR 189. Mixed residential and commercial development also is concentrated on US 1 near the East Machias border. Along Holmes Bay, Look's Canning is the main industrial use (on 2 acres). Residential development also is spread along SR 191. The remainder of the town is mostly forest, wetlands (including important open marshes), residences, and farm and blueberry land combined with some businesses.

Data in the table from the Coastal Change Analysis Program (C-CAP) results from large-area, small-scale mapping processes that map large portions of the earth's surface (e.g., state estuarine draining areas) at a scale in which small features (e.g., buildings) may or may not be recognizable. Via this regular photograph process, the satellite imagery (Landsat Thematic Mapper [TM]) uses a spatial resolution of 30 meters (approximately 100 feet) (30 meter by 30 meter pixel). The smallest features that can be mapped accurately are one acre in size (2x2 pixels). Thus the dominant land cover is mapped and features smaller in size may or may not be recognizable.

This satellite imagery maps land cover that includes soils, rocks, vegetation, water, and constructed materials. Land use features may or may not show in the photos.

**Table K1: Current Land Use in Whiting**

Land Cover Class	Acres	Percent
Developed – High Intensity	332*	1.0%*
Developed – Low Intensity	225	0.7%
Cultivated Land - incl. Blueberries	287	0.9%
Grassland	513	1.5%
Deciduous Forest	171	0.5%
Evergreens	3,094	9.3%
Mixed Forest	12,622	37.9%
Scrub/Shrub	7,761	23.3%
Palustrine Forest	1,496	4.5%
Palustrine Scrub/Shrub	2,413	7.2%
Palustrine Emergent Wetland	885	2.7%
Estuarine Emergent Wetland	22	0.1%
Unconsolidated Shore	99	0.3%
Bare Land	8	0.0%
Water	3,374	10.1%
Total	33,302	100.0%

Source: The National Oceanic and Atmospheric Administration's (NOAA) Coastal Change Analysis Program (C-CAP) 1992

Notes: \* The town believes this figure to be in error, as almost no land in Whiting has been

developed as defined by the High Intensity category.

**Developed - High Intensity**

Contains little or no vegetation. This subclass includes heavily built-up urban centers, as well as large, constructed surfaces in suburban and rural areas. Large buildings (such as multiple-family housing, hangars, and large barns), interstate highways, and runways typically fall into this subclass. As noted above, the town believes that the 1992 data are in error and that there is virtually no developed-high intensity acreage in Whiting.

**Developed - Low Intensity**

Contains substantial amounts of constructed surface mixed with substantial amounts of vegetated surface. Small buildings (such as single-family housing, farm outbuildings, and sheds), streets, roads, and cemeteries with associated grasses and trees typically fall into this subclass.

**Cultivated Land**

Includes herbaceous (cropland) and woody (e.g., orchards, nurseries, vineyards) cultivated lands.

**Grassland (Fields)**

Dominated by naturally occurring grasses and non-grasses (forbs) that are not fertilized, cut, tilled, or planted regularly.

**Deciduous Forest**

Includes areas dominated by single-stemmed, woody vegetation unbranched 0.6 to 1 meter (2 to 3 feet) above the ground and having a height greater than 6 meters (20 feet).

**Evergreen Forest**

Includes areas in which more than 67 percent of the trees remain green throughout the year. Both coniferous and broad-leaved evergreens are included in this category.

**Mixed Forest**

Contains all forested areas in which both evergreen and deciduous trees are growing and neither predominates.

**Scrub/Shrub**

Areas dominated by woody vegetation less than 6 meters in height. This class includes true shrubs, young trees, and trees or shrubs that are small or stunted because of environmental conditions.

**Palustrine Forest**

Includes all nontidal wetlands dominated by woody vegetation greater than or equal to 6 meters in height, and all such wetlands that occur in tidal areas in which salinity due to ocean-derived salts is below 0.5 parts per thousand (ppt).

**Palustrine Scrub/Shrub**

Includes all nontidal wetlands dominated by woody vegetation less than or equal to 6 meters in height, and all such wetlands that occur in tidal areas in which salinity due to ocean-derived salts

is below 0.5 ppt.

#### Palustrine Emergent Wetland

Includes all nontidal wetlands dominated by trees, shrubs, persistent emergents, emergent mosses, or lichens, and all such wetlands that occur in tidal areas in which salinity due to ocean-derived salts is below 0.5 ppt.

#### Estuarine Emergent Wetland

Characterized by erect, rooted, herbaceous hydrophytes (excluding mosses and lichens) that are present for most of the growing season in most years. Perennial plants usually dominate these wetlands. All water regimes are included except those that are subtidal and irregularly exposed.

#### Unconsolidated Shore

Characterized by substrates lacking vegetation except for pioneering plants that become established during brief periods when growing conditions are favorable. Erosion and deposition by waves and currents produce a number of landforms, such as beaches, bars, and flats, all of which are included in this class.

#### Bare Land

Composed of bare soil, rock, sand, silt, gravel, or other earthen material with little or no vegetation.

#### Water

Includes all areas of open water with less than 30 percent cover of trees, shrubs, persistent emergent plants, emergent mosses, or lichens.

### **PAST DEVELOPMENT TRENDS**

Historically, Whiting's development consisted of a marine based economy, including shipbuilding that existed along the rivers and waterfront, and agricultural activities that occurred in the rural back lands. Most recent development in Whiting has taken place along lakefronts, as seasonal and year round homes have been built in shoreland areas. Due in part to a lack of land-use controls, existing development is spreading out from the village area of Whiting. In part this has resulted from the liquidation of industrial forestlands and their conversion to large lot residential subdivisions. Although this sort of growth is the largest development challenge that Whiting faces, the town does rely heavily on property tax revenue. This reliance may decrease if the state government completes its tax restructuring. Through the recommended land use plan in this section, the townspeople recommend directing growth into the most appropriate areas while minimizing the non-conforming impact on existing businesses.

### **ANTICIPATED FUTURE DEVELOPMENT TRENDS**

If the current development trends continue in Whiting without appropriate land use ordinances, the townspeople not only may lose control of the character of the town, they also may lose the rich heritage that so many admire. Results of the town survey indicate that the townspeople want the character of the town to remain the same.

If the town's average annual rate of growth of 2.0% per year, as evidenced from 1970 to 2000, continues, the population of the town would increase to total 516 persons by the year 2010. This increase of over 85 people from the 2000 Census, according to estimates and community opinion, will be attributable to an in-migration of older individuals and to families with elementary school age children.

Whiting has new construction occurring each year. For example, the number of housing units increased 34% during the 1990s. In 1990, mobile homes, modular and trailers accounted for 39.8% of the single family housing stock while in 2000 this percentage had fallen to almost 12.3% - a 60.4% decrease. Demand for residential properties has increased. The single family residential home remains the predominant type.

The question of density (number of dwelling units per unit of land area) is not yet a problem for the town. Whiting's 342 housing units (Table F-5) spread over its 52.11 square miles (33,350 acres) gives a town-wide density of 1 unit per 97.5 acres. Subtracting the 38 truly vacant units, leaving 304, gives density of 1 unit per 110 acres - and this includes the 123 seasonal units. Yet this low average density masks a few areas where, for Whiting, density is high. To help channel future development within growth areas and away from rural areas, the town should identify areas with highest densities, determine those densities, and plan to keep rural area density at approximately 1/20th or less of growth area densities.

## **PRESENT LAND USE REGULATIONS**

Currently the state and Town of Whiting have a number of existing land use regulations for which municipal boards and officials must follow. These are listed below. Regulations change over time and it is the responsibility of municipal officers to keep up with these changes. Results of the town survey indicate a desire for more controls on the use of land in the town. This desire was voiced by year-round residents as well as by seasonal residents and non-resident taxpayers.

MDOT Access Management (17-229 Maine Administrative Rules Chapter 299, Part A and B) - The Act specifically directs the MDOT and authorized municipalities to promulgate rules to assure safety and proper drainage on all state and state aid highways with a focus on maintaining posted speeds on arterial highways outside urban compact areas. The law also requires that the rules include standards for avoidance, minimization, and mitigation of safety hazards along the portions of rural arterials where the 1999 statewide average for driveway related crash rates is exceeded. Those rural arterials are referred to in the rules as "Retrograde Arterials".

Shoreland Zoning Ordinance (Maine *Land Use Laws*, 1992) - Shoreland areas include those areas within 250 feet of the normal high-water line of any great pond, river or saltwater body, within 250 feet of the upland edge of a coastal or freshwater wetland, or within 75 feet of the high-water line of a stream. The purposes of these controls are to further the maintenance of safe and healthful conditions; to prevent and control water pollution; to protect fish spawning grounds, aquatic life, bird and other wildlife habitat; to protect archaeological and historic resources; to protect commercial fishing and maritime industries; to protect freshwater and coastal wetlands; to control building sites, placement of structures and land uses; to conserve

shore covers, and visual as well as actual points of access to inland and coastal waters; to conserve natural beauty and open space; and to anticipate and respond to the impacts of development in shoreland areas.

Currently the local Shoreland Zoning Ordinance contains the following districts depicted on Map 10 – Shoreland Zoning:

Resource Protection District (RP)  
Limited Residential District (LR)  
General Development District (GD)  
Stream Protection District (SP)  
Limited Commercial District (LC)

The community has also adopted the following local ordinances/regulations:

Subdivision Regulations – Provides guidance as to procedures and review criteria for subdivisions.

Floodplain Ordinance - Regulates construction activity in the floodplain areas.

Maine State Plumbing Code - Installation of plumbing fixtures and septic systems must be in accordance with the Maine State Law and the Subsurface Wastewater Disposal Rules and Regulations.

National Electrical Code - All electrical work in Whiting must be consistent with applicable portions of the National Electrical Code.

NFPA 101 – National Fire Protection Association regulations pertaining to Life Safety, Ingress, Egress and capacity provisions.

## **AREAS UNSUITABLE FOR DEVELOPMENT**

There are areas within Whiting that are not suitable for development or areas that require special consideration based on the potential environmental impact as the result of various land use activities. Land use activities within these areas require stricter regulation than in other areas or, in some circumstances, prohibition. Failure to give proper consideration to these situations will cause problems for both people and the town's natural resources. These areas include:

Floodplains - These are areas located in the flood prone areas of Whiting. Flooding is frequent and use should be limited to those activities that are unharmed by flooding, such as agriculture, forest and some types of recreation. It should be noted that the actual floodplain of a stream would usually be more extensive than the areas shown having floodplain soils.

Water Resources/Wetlands - These are areas that fall under the Shoreland Zoning Laws. Development in these areas may not be possible. If it is, it would require review and approval by the pertinent State Agencies.

Critical Wildlife Habitat/Conservation - These are areas that would fall under the provisions of town restrictions, as well as any applicable legislation, such as, for example, the State Natural Resource Protection Act. Development in these areas would require review and approval by the town, including consultation with a state biologist, and review by state agencies that are enforcing any applicable legislation. If it is, it would require review and approval by the pertinent State Agencies.

Unsuitable Soils - These are areas in Whiting that would have limited development because of poor soils. Larger lot sizes would be required in order to meet the requirements of the Maine State Plumbing Laws.

Slope - These are areas within Whiting that have a slope greater than 15 percent. These slopes preclude extensive development because of problems with erosion, runoff, and construction limitation such as allowable road grades, suitability for septic sewage disposal, and stability of foundation. Also, note that the Maine Plumbing Code does not permit septic systems on a slope greater than 25 percent.

## **PROPOSED LAND USE DISTRICTS**

### **Growth Areas**

The purpose of the land use plan and map contained within the comprehensive plan is to identify general areas of appropriate location and size to accommodate anticipated growth and future development. The growth areas are expected to contain most of the town's development during the next ten years. The proposed land use plan does not endeavor to identify specific parcels needed to accommodate predicted growth and development. Only detailed site-specific analysis can determine land suitable for development and at what densities. In addition, the comprehensive plan has not assessed the individual landowner's desires to sell their land for development, to develop it or to leave it undeveloped.

Whiting townspeople propose two separate Mixed Use growth area districts: the Whiting Village and US 1 at the East Machias border. A Marine District for the Holmes Bay area is also proposed. The districts proposed as growth areas are illustrated on the Proposed Land Use Map at the end of this section.

### **Mixed Use Districts (MU)**

The purpose of these districts is to minimize the potential for sprawl and retain the unique character of these sections of the community. A mixture of land use and development activity currently exists including residential, home based business occupations, business, commercial, retail, limited industrial, marine and public service. There is no municipal water or sewerage service in any area of town. These districts will include areas that could serve as high-density residential and commercial uses in Whiting.

The town's future land use ordinance will specify the types and sizes of commercial uses allowed. Performance standards will be developed within the land use ordinance to include

access requirements, parking, landscaping, signage, as well as design criteria to ensure attractive development. The schedule of uses will be consistent with current and existing development. State law requires that municipalities provide areas for the location of mobile home parks within their borders. A mobile home park may be located in one of Whiting's mixed use areas, provided the park meets all the requirements of the town's mobile home park performance standards that will be developed as part of its Land Use Ordinance. Soil capacity will determine the minimum lot size in this district. Soil potential ratings are available in the town office and are brought to the attention of anyone asking for a Subdivision or a Building Permit Application. For reference, the State's minimum lot size is 20,000 square feet with a minimum road frontage of 150 feet. Lot size in the MU Districts may be larger if soil potential ratings and site-specific soil analyses require a larger area to accommodate the development's siting.

### **Marine (M)**

The Marine District located on Holmes Bay will be established to protect and accommodate development of marine related activities, both recreational and commercial and to protect such activities from non-compatible uses and promote public access to surface waters. The permitted uses would be of a marine nature as approved by the Selectmen. The minimum lot size will be one acre with a minimum road frontage of 200 feet. (For reference, the State's minimum lot size is 20,000 square feet with a minimum road frontage of 150 feet.) The permitted uses will include marinas, marine related services, food processing, aquaculture, boat storage facilities, yacht clubs, shellfish sales, boat charters, excursions, piers, docks, wharves, museums, aquariums, restaurants and residential. There is no municipal water or sewerage service in any area of town. The land use standards will address, among other items, access requirements, signage, refuse disposal, oil and chemical storage, and water quality and pollution.

The marine district on Whiting Bay is established to protect the current uses of the land and shoreline. No commercial development is planned in this district.

### **Rural Areas**

Whiting's rural areas consist of areas that Whiting townspeople intend to protect, such as agricultural land, forested land, wetlands, scenic areas, and open space - land uses generally incompatible with development. (Open space is defined as land that is not developed and not forested, such as fields, so-called barrens, etc.) The town's rural areas include its Rural District (R), the Resource Protection District (RPD), and the Aquifer Protection Overlay District (APOD). The latter two are critical rural areas that deserve maximum protection from intensive development to protect the natural resources therein. These districts are shown on Map 11: Proposed Land Use at the end of this section.

### **Rural District (R)**

The purpose of this district is to maintain the rural character of the town, to protect agricultural and forestry uses, to provide open spaces, and to provide for single family residential dwellings with larger lot sizes. It is not intended to promote the transition of "rural" Whiting into "suburban" Whiting. There is no municipal water or sewerage service in any area of town. Generally, minimum lot sizes will be 2 acres and road frontage requirements will be 400 feet to help maintain the rural character of the district. However, cluster residential development that

maintains large tracts of undeveloped land will be encouraged in this district. All subdivision development proposals within this district will be required to submit a cluster plan, as well as a conventional plan, for the Planning Board's consideration. Density bonus provisions, such as for cluster developments, will be included within the Land Use Ordinance, which will encourage the preservation of rural land areas. Development regulations will encourage residential development to occur on existing roads or on newly-constructed roads following existing road patterns. Developers also are responsible for proper road construction and maintenance in this district.

Commercial agricultural and commercial forestry operations will be permitted, as well as limited business use. Most households have anywhere from 1-4 jobs, businesses, or careers that support them through a calendar year. A few examples of such jobs include home accounting, blueberry raking, cabinetry, clamming, craft making, farming, fishing, hunting, quilting, tipping, wreath making, and Internet-based businesses. The town recognizes this. Future ordinances, therefore, will allow a mixture of uses in the Rural District, including home occupations. In general, though, commercial, industrial, governmental, and institutional structures will be prohibited. The town will develop performance-based standards that limit or buffer noise, bulk, traffic generation, and other impacts or nuisances within residential areas in this district.

### **Resource Protection District**

The purpose of this district is to preserve the town's most critical natural resources from development - due to their special environmental sensitivity. This district includes areas in which development may adversely affect water quality, protective habitat, biological ecosystems, significant agricultural land, and scenic and natural values. The RPD directly mirrors areas of significant wildlife habitat shown on Map 7. The shoreland zoning ordinance already includes provisions for resource protection. Indeed, the majority of the area proposed for Resource Protection on Proposed Land Use Map 11 is already designated in the Resource Protection District of the Shoreland Zoning Ordinance. Additional areas proposed include those that mirror critical habitat on Map 7 and the northwestern shoreline of Rocky Lake, the stream north of Holmes Pond and the stream (unnamed on Map 11) to the south and west of Indian Lake and south of Route 1. This district is not suitable for intensive development, although single family residences and selected small non-residential facilities for educational, scientific, or nature interpretation purposes - and necessary roads - may be permitted by the Planning Board. Existing development would be "grandfathered" as well.

New single family residences will be allowed only if they meet standards similar to those included in the State's model Shoreland Zoning Ordinance for the Resource Protection District. Multi-family residential, commercial, industrial, governmental, and institutional structures will be prohibited.

### **Aquifer Protection Overlay District**

The purpose of this district is to preserve the town's principal sand and gravel aquifers and protect them from damage due to development - due to their contribution to existing or future drinking water supplies. (See Map 5.) This district includes areas in which development *may* adversely affect water quality. This district is not suitable for intensive development, although single family residences and selected small non-residential facilities for educational, scientific,



or nature interpretation purposes - and necessary roads - will be permitted by the Planning Board. Existing development would be “grandfathered” but multi-family residential, commercial and industrial uses that could contaminate aquifers (fuel storage and transfer, heavy industrial for example) will be prohibited.

## **GENERAL RECOMMENDATIONS FOR DEVELOPMENT ORDINANCES AND LAND USE PERFORMANCE STANDARDS**

The people of Whiting have expressed their support for the town to develop appropriate land use ordinances that protect our town and the health, safety, and well-being of residents. This support has been noted in public meetings and by town officials. In the town survey taken during February-March 2002, majorities of respondents - both year-round residents as well as seasonal residents and non-resident taxpayers - agreed that the town should do more to preserve its rural character, scenic resources, wetlands, forests, undeveloped waterfront, and open space. Majorities also expressed support for including a site plan review for commercial development, for developing a building/construction code, and for securing more public access to lake and ocean shore front. Town-wide zoning was supported by 47% of the year-round resident respondents; 31% were against it, and the rest had no opinion. Non-resident taxpayers were split; 39% favored, 39% opposed, and 22% had no opinion. Seasonal resident respondents expressed the most support, with 58% being for town-wide zoning and only 21% opposed; the rest were undecided.

The following recommendations will help Whiting’s Land Use Ordinance, when developed, to be consistent with the intent of this comprehensive plan and its policies.

The comprehensive plan will not create costly enforcement issues for the town. However, additional effort must be made by the town to ensure that land-use ordinances of the citizens’ wishes (as demonstrated by the plan survey) are enforced. Whiting townspeople recognize that ultimate goals of growth management are to direct the development and use of our land to the extent necessary to protect the public health, safety, well-being, natural resources, and property values of our community.

There are some general guidelines that should be followed when creating and updating ordinances. Each ordinance requires specific standards and clear definitions. Each ordinance must meet the minimum requirements as set forth by state law. Land use ordinances must be consistent with the recommendations of the comprehensive plan, as the comprehensive plan provides the legal basis for enacting the ordinances. Should a town ordinance be subject to a legal challenge, the ordinance’s consistency with the town’s comprehensive plan will be a major factor in the town’s ability to defeat such challenge.

Whiting’s townspeople have identified several specific needs and concerns to be addressed in the town’s future land use ordinance. The land use ordinance will: (1) create a user-friendly application and permitting process; (2) assign more responsibility for review, approval, and code enforcement; (3) develop clear and consistent guidelines for obtaining approval; and (4) require the use of soil, floodplain, and wetlands maps in conjunction with future development.

**LAND USE ORDINANCE PERFORMANCE STANDARDS**

The Town of Whiting will develop a Land Use Ordinance consistent with the identified needs of the town. In order to protect and preserve natural resources, property values, public safety including fire protection, health and welfare, provide for affordable housing and ensure the proper future development of the town, the following performance standard topic areas should be considered when developing the town's land use ordinance.

*Access Requirements* - Access Management Performance Standards will be developed in keeping with state access management regulations (17-229 Maine Administrative Rules Chapter 299, Part A and B, and as subsequently amended), which will minimize the creation of strip development within the community, and minimize the creation of road hazards.

*Agriculture* - Standards will be developed which will minimize soil erosion to avoid sedimentation, non-point source pollution, and the phosphorus and nitrogen levels of Whiting water bodies.

*Buffer Provisions* - Natural Resource Buffer Standards will be developed to minimize the negative impacts of inconsistent development and to protect Whiting's water resources, wetlands, and wells. Development Buffer Standards will be developed to minimize noise, bulk, traffic generation, and other impacts or nuisances from businesses within the Rural District residential areas.

*Conversion* - Standards will be developed that will govern the conversion of seasonal structures into year-round residences and that will govern the conversion of existing structures into multi-family dwellings, to ensure the health, safety, and welfare of Whiting citizens.

*Home Occupation* - Standards will be developed by which home occupations may be established minimizing their impact on existing neighborhoods.

*Industrial Performance Standards* - Standards will be developed which will ensure appropriate industrial development within designated areas of the community.

*Manufactured housing* - Standards will be developed to ensure the safety, health and welfare of mobile home occupants and mobile home owners regardless of the date manufactured.

*Mobile Home Park* - Standards will be developed regarding the placement and design of mobile home parks within the town.

*Off Street Loading* - Standards will be developed to minimize traffic congestion associated with commercial development.

*Oil and Chemical Storage* - Standards will be developed regarding the storage of combustible material.

*Parking Requirements* - Provisions for parking will be created, within the performance standards for residences and businesses, that will govern the number of parking spaces to be provided based on the type of development proposed.

*Pesticide Application* - Standards will be developed to protect the public from dangers associated with pesticides.

*Refuse Disposal* - Standards will be developed regarding the disposal of solid and liquid wastes.

*Road Construction* - Standards will be developed, in conjunction with the State Department of Transportation, regarding road construction in new developments.

*Sedimentation and Erosion* - Standards will be developed (town-wide) so to minimize the volume of surface water runoff during and after development.

*Signs* - Standards will be developed regarding the placement of signs, sign size, and sign type.

*Soils* - Standards will be developed to ensure development is located on appropriate soils.

*Storage Materials* - Standards will be developed that will encourage the orderly storage of material in residential areas to promote and preserve the character of the neighborhoods.

*Topsoil and Vegetation Removal* - Standards will be developed to prevent soil erosion and destruction of topsoil during construction.

## **OTHER CONSIDERATIONS**

The planning board, code enforcement officer, board of appeal, and board of selectmen will review annually the land use ordinance, shoreland zoning ordinance, subdivision regulation, mobile home park ordinance, and floodplain management ordinance to determine any required changes and to ensure the ordinances and regulations are consistent with the Plan. In the review, they will determine whether changes in the minimum requirements of state or federal laws would require local amendment of the land use regulations.

In order to educate residents on local land use ordinances, a list of all local ordinances and when they are applicable should be developed and made available to the public. The town is required to notify and involve all citizens in the development and amendment of local ordinances.

## **ENFORCEMENT**

The value of an ordinance depends on how well it is enforced. To achieve better enforcement, two issues are important: (1) educating residents about the requirements of local and state regulations, and (2) providing adequate time for the code enforcement officer to ensure compliance. The land use ordinance must provide the code enforcement officer with proper legal language and definitions, and management and elected officials also must support the code enforcement department.

## **REGIONAL COORDINATION**

Comprehensive planning recognizes the importance of regional cooperation. The land uses in one community can impact another community, particularly when that land use is located near the boundaries of the town. As indicated in the natural resources section of the plan, the town should attempt to develop compatible resource protection standards with nearby communities. Whiting has physical boundaries with the following neighboring municipalities of Cutler, East Machias and Machiasport (each of which has adopted comprehensive plans consistent with state law) and with the townships of Edmunds, Marion and Trescott. Development in these communities has impacted, and will continue to impact, Whiting and our residents. None of our neighboring communities has adopted town wide zoning. The townships have land use functions administered by the Maine Land Use Regulatory Commission. Commercial retail activity in Calais, Lubec, East Machias and Machias attracts Whiting residents as consumers and for work.

## **COMMUNITY BENEFITS THREATS TO ECONOMIC BASE**

Comprehensive planning demonstrates the importance of land use standards for Whiting. Preserving and protecting the character of the town is vital to the continued stability of the local economy and to the happiness and well being of the townspeople. Consistent with the provisions of the Growth Management Legislation, Whiting's Comprehensive Plan has attempted to recognize the value of surface water access and land use standards, to incorporate the desires of the community, and to preserve and protect the integrity of the town. All of this is done so as to continue to make Whiting a great place to live, work and vacation.

## **POLICIES AND IMPLEMENTATION**

Based on the concerns of Whiting residents, as expressed through public meetings, the town wide survey and town officials, the Town of Whiting has developed the following policies and implementation strategies:

1. The Planning Board will prepare new ordinances based on the surveyed wishes of the town's residents and property owners as indicated in the Report on the Town Survey.

Responsibility: Planning Board

Time Frame: Immediate

2. The Planning Board will update its Land Use Ordinance consistent with the goals and guidelines of this Comprehensive Plan to be voted on by the residents at an annual town meeting.

Responsibility: Planning Board

Time Frame: Immediate (*To be accomplished within two years*)

3. The Planning Board will continue to develop necessary land use regulations, consistent with the goals and guidelines of this Comprehensive Plan, as deemed appropriate by the will of the voters.

Responsibility: Planning Board  
Time Frame: Ongoing

4. The Planning Board will update the existing ordinances to ensure their consistency with state and federal laws and the local needs.

Responsibility: Planning Board  
Time Frame: Long-Term (To be accomplished in the next five to ten years)

5. The Planning Board will consider expanding the town's Shoreland Zone, as defined in the local Shoreland Zoning Ordinance, as needed to protect shoreland resources.

Responsibility: Planning Board  
Time Frame: Ongoing

6. The Planning Board will secure recent aerial/satellite photos of the town.

Responsibility: Planning Board  
Time Frame: Immediate

7. The Planning Board will insert into its Subdivision Regulations a required soil analysis tied to performance measures that determine soil suitability for development. Ratings of soil potential for low density urban development will be used in the development of plot plans, lot configurations, system sitings, and in determining overall density.

Responsibility: Planning Board  
Time Frame: Immediate (To be accomplished within two years)

8. The Planning Board will require a soil analysis and a septic system inspection prior to approving a building permit to convert a seasonal dwelling to a year-round residence, to ensure that the septic system that supports the structure is adequate to treat the increased loads associated with year-round occupancy and that the soils in the area can support the cumulative impact of such a conversion without negatively affecting water quality.

Responsibility: Planning Board  
Time Frame: Immediate (Currently in effect.)

9. The Planning Board will cooperate with local land trusts in the acquisition of properties or easements of critical resource significance, especially within the town's Resource Protection and Aquifer Protection Overlay Districts; and public access to surface waters.

Responsibility: Planning Board  
Time Frame: Immediate (To be accomplished within two years)

10. Investment in new or renovated town facilities that induce growth will be limited to the town's designated growth areas. This policy, however, does not preclude natural resource-related investments in the town's rural area.

Responsibility: Planning Board  
Time Frame: Immediate

11. The town will identify areas of greatest density (number of dwelling units per acre), determine those densities, and when reviewing proposed developments will plan to keep future Rural District density at or less than 1/20th of the Growth Area density.

Responsibility: Planning Board

Time Frame: Immediate (To be accomplished within two years)

## **SUMMARY**

Whiting is feeling the development pressure that some of our neighbors are experiencing. Residential development has occurred primarily in environmentally sensitive shoreland areas, limiting the potential for future public access to our treasured natural resources. We want our town to do more to preserve its character. So we have taken it upon ourselves to plan for our future and develop a land use plan. This Plan is intended to protect our town's character and to direct residential, commercial and industrial activities to appropriate areas while maintaining a constant and diverse tax base.

## **L. TOWN SURVEY RESULTS**

For a long time, town residents have enjoyed their freedom and a special way of life generally unrestricted by regulations. Residents now realize they may be losing control of their town and that the outside world is intruding more and more. Outside forces are starting to dictate what residents can and cannot do and where residents can and cannot go in their own town.

Whiting people recognize that while they enjoy their freedom and way of life, Whiting is changing. They are quite aware that something needs to be done. Action is needed so that residents and town property owners have control of what happens in Whiting and how it happens.

To put in place a shared vision of the town's future, to exercise some control over that future, and to qualify for financial assistance from the government, the townspeople moved forward to protect their town with a Comprehensive Plan. To incorporate into the plan the views of Whiting's townspeople about various aspects of the town, from late January through early March 2002, the Comprehensive Planning Committee surveyed town residents, seasonal residents, and non-resident taxpayers. This section presents that survey and summarizes its results.

### **SURVEY DEVELOPMENT**

The Comprehensive Planning Committee developed the survey instrument over several months. Committee members reviewed the March 1996 town survey, discussed questions with the consultant (who had had experience with views and concerns of townspeople elsewhere in Washington County), and sought input from members of the public as to the issues that should be reviewed. The elements of the Plan, as defined by the State, also influenced the survey. Finally, the Committee members themselves brought their diversity of background, experiences, and views to the questionnaire. The 46 element survey questionnaire and the January 11 cover letter are reproduced in Appendix A.

### **RETURNED SURVEYS**

Approximately 400 surveys were distributed. This number is approximate because the Committee believed it most important that every permanent resident, seasonal resident, and non-resident taxpayer have the opportunity to complete the questionnaire; there were overlaps in the lists of names used; and while surveys were mailed directly to all members (as far as could be known) of the above three groups, surveys also were available at several places in town for townspeople to pick up at their leisure.

Exactly 118 surveys were returned. Of this number, 116 were useable. This is a response rate of approximately 29%, an extremely high rate of return. Of the 116 responses, 55 (47%) were from full-time residents, 19 (17%) were from seasonal residents (who lived elsewhere in Maine and out of State), and 42 (36%) were from non-resident taxpayers.

Of the full-time resident respondents, 43% had lived in Whiting 1-10 years, 28% had lived here 11-20 years, 14% had lived here 21-40 years, and 15% had lived in town 41 or more years. So 71% of Whiting resident respondents had lived in town 20 years or less.

## **SURVEY RESULTS**

A summary of the survey results is presented here. The tabulated answers to the survey questions are reproduced in Appendix A.

### **Housing**

All groups favored single family housing and housing projects for the elderly and opposed mobile home parks. Respondents also opposed subsidized housing projects, but less strongly as there was a high degree of uncertainty also expressed. Multi-family homes also were generally opposed, though full-time residents who had lived in Whiting 20 years or less were more favorably disposed to this housing type.

### **Development**

Strong majorities responded that the town should encourage light industry, retail shopping, business/professional buildings, home-based businesses, nursing/assisted living homes, and campgrounds/RV Parks. More full-time residents - especially those who have lived in Whiting more than 20 years - opposed group homes for special needs but non-resident taxpayers and seasonal residents slightly favored this type of development.

### **Planning**

Strong majorities believed the town **should** include a site plan review for commercial development, develop a building/construction code, secure more public access to lake and ocean shorefront, and **should not** encourage large-scale residential development. Opinions on town-wide zoning, however, varied. A majority of seasonal residents favored town-wide zoning, more full-time residents than not also favored town-wide zoning - with residents who have lived here 20 years or less being more strongly in favor. Non-resident taxpayer respondents, however, were split on this issue. There also was a high degree of uncertainty expressed in response to the zoning question.

### **Land Use**

Strong majorities of each group of respondents said the town should do more to preserve its rural character, scenic resources, wetlands, forests, undeveloped waterfront, and open space.

### **Public Facilities and Services**

Generally speaking, all groups were satisfied with the questionnaire's 16 categories of public facilities and services. More than 20% of full-time resident respondents, however, were dissatisfied with the property tax level (44%), recreation facilities (35%), and public transportation (27%). Of the seasonal residents, 21% were dissatisfied with road repair and 26%



were dissatisfied with the property tax level. Of the non-resident taxpayers, 31% were dissatisfied with the property tax level and 22% were dissatisfied with the recreation facilities.

### **DIRECTION FOR TOWN OFFICIALS**

Whiting people want the town to encourage certain activities and discourage others. To compliment our Comprehensive Plan, additional ordinances will need to be enacted and enforced. These ordinances would deal with the use of the land and with the types of future development.

As a consequence of the town survey results, the town should consider the following ordinances:

1. A general land use ordinance consistent with the goals and guidelines of the Comprehensive Plan.
2. A requirement that all developments - subdivisions, commercial, residential, or any other type and for all acreage - be required to prepare a very detailed site plan. Large subdivisions must include public-use areas and conservation land. Local residents should not be denied access to land except for immediate home and business sites. All development shall take place in a manner not to detract from the way of life in Whiting.
3. Possible restrictions on certain types of housing and businesses to keep undesirable elements and activities out of town. This scrutiny also would apply to home-based businesses.
4. A light industry ordinance that would allow light industry but that also would provide appropriate regulations so the industry would fit in with the neighborhood and would not create environmental problems (e.g., air, noise, water, and ground pollution).
5. An ordinance regarding Campgrounds and Mobile Home Parks so that any such operations are first class, esthetically pleasing, and non-polluting.
6. Possibly an ordinance to deal with potential group homes for special needs.
7. An amendment to the town's ordinance on set-back distances from bodies of water and streams to increase the set back distance. As more buildings are established along water areas, additional set backs are needed to prevent future pollution problems and to preserve the town's character.

### **SUMMARY**

From late January through early March 2002, Whiting residents, seasonal residents, and non-resident taxpayers completed a survey to give their views on important aspects of the Town's future. The response rate of 29% was very high for surveys of this type. Respondents **avored** single family housing and housing projects for the elderly. They said **the Town should encourage** light industry, retail shopping, business/professional buildings, home-based businesses, nursing/assisted living homes, and campgrounds/RV Parks. Respondents also said

**the Town should do more to preserve** its rural character, scenic resources, wetlands, forests, undeveloped waterfront, and open space.

Strong majorities believed **the Town should** include a site plan review for commercial development, develop a building/construction code, secure more public access to lake and ocean shorefront, and **should not** encourage large-scale residential development. Opinions on town-wide zoning, however, varied. A majority of seasonal residents favored town-wide zoning, more full-time residents than not also favored town-wide zoning - with residents who have lived here 20 years or less being more strongly in favor. Non-resident taxpayer respondents, however, were split on this issue.

## TOWN OF WHITING COMPREHENSIVE PLAN SURVEY

(Please mail your completed survey to Whiting Town Office, PO Box 101, Whiting ME 04691, or drop it off by February 28, 2002 at any one of the following locations: Town Office, Whiting Store, Look's Canning Company, or Archibald's One-Stop in East Machias. Thank you!

**A. GENERAL**

1. **Circle one:** I live in Whiting YEAR-ROUND, SEASONALLY, or I AM A NON-RESIDENT TAXPAYER
2. If you are currently a resident, how many years has Whiting been your home? \_\_\_\_\_
3. **Circle one:** My home is a WOOD FRAME HOUSE, MOBILE HOME or OTHER
4. If you are not currently a resident, do you plan to become a full-time resident in the future?
5. **Circle one:** I am SELF-EMPLOYED, RETIRED, work for a PRIVATE EMPLOYER, or GOVERNMENT
6. Do you own your home? \_\_\_\_\_ or do you rent? \_\_\_\_\_
7. **Circle one:** I work PART TIME, FULL TIME, SEASONALLY, or NOT APPLICABLE

**B. HOUSING, DEVELOPMENT AND PRESERVATION**

Housing Do you favor, oppose or are unsure of the development of the following in Whiting:

- |                                   |       |        |        |
|-----------------------------------|-------|--------|--------|
| 8. Single Family Homes:           | FAVOR | OPPOSE | UNSURE |
| 9. Multi-Family Homes:            | FAVOR | OPPOSE | UNSURE |
| 10. Subsidized Housing Projects:  | FAVOR | OPPOSE | UNSURE |
| 11. Housing Projects for Elderly: | FAVOR | OPPOSE | UNSURE |
| 12. Mobile Home Parks:            | FAVOR | OPPOSE | UNSURE |

COMMENTS: \_\_\_\_\_

Development Should the Town encourage the following in Whiting?

- |                                      |     |    |        |
|--------------------------------------|-----|----|--------|
| 13. Light Industry (Non-polluting):  | YES | NO | UNSURE |
| 14. Retail Shopping:                 | YES | NO | UNSURE |
| 15. Business/Professional Buildings: | YES | NO | UNSURE |
| 16. Home-Based Businesses:           | YES | NO | UNSURE |
| 17. Nursing / Assisted Living Homes: | YES | NO | UNSURE |
| 18. Group Homes for Special Needs:   | YES | NO | UNSURE |
| 19. Seasonal Campgrounds/RV Parks:   | YES | NO | UNSURE |

COMMENTS: \_\_\_\_\_

Planning Should the Town?

- |   |     |    |        |
|---|-----|----|--------|
| 20. Include site plan review for commercial development:  | YES | NO | UNSURE |
| 21. Develop a Building / Construction Code:               | YES | NO | UNSURE |
| 22. Have town-wide zoning:                                | YES | NO | UNSURE |
| 23. Encourage large-scale residential development:        | YES | NO | UNSURE |
| 24. Secure more public access to lake & ocean shorefront? | YES | NO | UNSURE |

COMMENTS: \_\_\_\_\_

Land Use Should the Town do more or less to preserve:

25.	Rural Character:	MORE	LESS	UNSURE
26.	Scenic Resources:	MORE	LESS	UNSURE
27.	Wetlands:	MORE	LESS	UNSURE
28.	Forests:	MORE	LESS	UNSURE
29.	Undeveloped Waterfront:	MORE	LESS	UNSURE
30.	Open Space:	MORE	LESS	UNSURE

COMMENTS: \_\_\_\_\_

**C. PUBLIC FACILITIES AND SERVICES.** For each service, please check your level of satisfaction:

	Service	VERY SATISFIED	SATISFIED	NO OPINION	DISSATISFIED	VERY DISSATISFIED
31.	Police Protection					
32.	Fire Protection					
33.	Ambulance					
34.	Village School					
35.	Wash. Academy					
36.	Adult Education					
37.	Vocational Ed.					
38.	Town Office Services					
39.	Road Repair					
40.	Road Plowing					
41.	Property Tax level					
42.	Cemeteries					
43.	Town Office Hours					
44.	Town Gov't. Cost					
45.	Recreation Facilities					
46.	Public Transportation					

**D. THERE IS ROOM ON THE BACK OF THIS SURVEY'S COVER LETTER FOR ANY COMMENTS OR SUGGESTIONS YOU WOULD LIKE THE TOWN TO CONSIDER IN DRAFTING OUR COMPREHENSIVE PLAN. THANK YOU!**

## Cover Letter Accompanying Survey

Whiting Town Office  
PO Box 101  
Whiting, ME 04691

January 11, 2002

Whiting citizen/taxpayer:

In March 2001, the townspeople of Whiting approved the expenditure of \$5,000 to fund the preparation of a comprehensive plan for the town. Subsequently, the town received a grant from the State to prepare the plan. The grant included funds to hire a consultant to help. This past summer, the town hired Eric Galant of the Washington County Council of Governments as our consultant.

A comprehensive plan is a document that

- analyzes and inventories a town's existing conditions;
- sets out policies to address issues raised in the inventories;
- creates strategies to implement the policies developed in the plan.

A plan does not affect taxes or put any restrictions in place. It is not an ordinance, and it is not zoning.

A comprehensive plan is essential for Whiting because it provides for residents, taxpayers, and business people to develop a shared vision for the town that its citizens want for the next ten years. A comprehensive plan is required under Maine's 1988 Planning Act. Failure to have such a plan may invalidate Whiting's current land use ordinances. A comprehensive plan also is required for Whiting to be eligible for Community Block Grants.

Elements of the plan will include information on community character and history, population characteristics, employment and economics, housing, natural resources, recreation, transportation, public facilities and services, fiscal capacity, and land use.

A committee, and the consultant, has been meeting for months to begin developing the plan. We want to incorporate your ideas and input into the plan. Please take a few minutes of your time **now** to complete the attached survey and share your views of Whiting. If you have additional comments, write them on the back of this letter. Your views are critical, so **please return your survey as soon as possible, but not later than February 28, 2002**. We would like to hear from every resident and taxpayer of Whiting.

If you have any additional questions or comments, feel free to contact any of the following committee members: James Ausprey, Alan Brooks, Harold Crosby, Jr., Fred Hartman, Tony Jans, Mary-Alice Look, Pat or Mike McCabe, Margaret Peacock, Robert Simpson, Harry Stevens. We are especially interested in historical and archeological information on Whiting.

You are always welcome at any of the committee meetings. Meetings generally are held the second and fourth Wednesday evening each month at 6:30 at the community building. Specific meeting dates are posted in the Town Hall.

Thank you very much for your participation.

The Whiting Comprehensive Planning Committee

# TALLIES AND COMMENTS, TOWN OF WHITING COMPREHENSIVE PLAN SURVEY

## NOTES.

1. The tallies and comments must be read alongside a copy of the survey itself, as they are keyed to the survey.
2. The survey tallies and the comments have been grouped as coming from Non-Resident Taxpayers (T), Seasonal Residents (S), and Residents (R).

## SURVEY TALLIES, NON-RESIDENT TAXPAYERS (N=42)

	FAVOR		OPPOSE		UNSURE
8.	38		0		3
9.	14		18		5
10.	11		18		10
11.	33		2		6
12.	3		31		5
	YES		NO		UNSURE
13.	36		3		2
14.	29		7		4
15.	30		7		3
16.	37		2		2
17.	37		2		2
18.	20		11		9
19.	23		12		6
	YES		NO		UNSURE
20.	32		2		6
21.	27		9		6
22.	16		16		9
23.	7		29		6
24.	24		9		8
	MORE		LESS		UNSURE
25.	28		5		7
26.	29		4		6
27.	27		6		5
28.	29		3		6
29.	25		7		6
30.	23		6		7
	VERY SATISFIED	SAT	NO OPINION	DISSATISFIED	VERY DIS
31.	5	8	18	3	1
32.	8	13	14	0	0
33.	4	10	21	0	0
34.	9	8	17	1	0
35.	8	7	19	1	0
36.	0	8	27	0	0
37.	0	9	26	0	0
38.	9	18	9	1	0
39.	3	18	8	5	1
40.	4	16	10	2	0

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41.	7	14	4	12	1
42.	2	11	21	0	0
43.	4	19	11	3	0
44.	0	15	19	1	0
45.	1	8	23	9	0
46.	2	4	26	1	2

### COMMENTS, NON-RESIDENT TAXPAYERS, T-1 THROUGH T-43

#### T-1

39. Dissatisfied. "Gardiner's lake needs road signs now."

41. Dissatisfied. "too high"

45. Very Satisfied. "make our own"

46. Very satisfied. "own transportation"

D. Waste: Does Gardiner Lake lot owner's have access to Garbage pick-up, removal?? -weekly??

#### T-2

21. No. Utilize county or state codes

#### T-4

Comment after 30. Keep it beautiful.

#### T-5

Comment after 12. My Partner & I purchased 30 acres wooded in Whiting undeveloped with the intent of homesteading. The partnership subsequently broke up, with myself retaining ownership of the property. I can't afford to develop (build a home) on the property, mostly due to the lack of employment in the area. I am trying to sell the 30 acres, hopefully to someone whose intent will be to homestead, keep the woods, and maintain the rural character of the property.

#### T-6

20., 21., 22. "Definite", 24. Yes. 23. Unsure

Comment: STOP RESIDENTS FROM USING PROPERTY FOR JUNK YARDS - CARS, TRUCKS, RV's

#### T-8

8. & 11. Favor. 10. Unsure. 9. & 12. Oppose

Comment after 12. strongly oppose mobile home parks

15. & 18. No. The rest Yes.

Comments: Tourism is the Key to Washington County

21. Yes. 22. No. 20. & 23. Unsure

Comments: Any new subdivisions, Home Lots should not contain any less than one Acre

25. - 30. Not marked.

Comments: I like it the way it is. But the town should push the state a little more for work on Rt 1 coming from Calais

38. Very satisfied. "The Best."

Not a resident to check off any other boxes. Carefull what you add, before you know it you have a full time Police Dept, a full time fire Dept, a full time Highway Dept. and once you have them they tend to really grow.

Tourism should be most important for Development in Whiting and Washington County.

**T-12**

17. Yes, if needed

25. - 30. More

Comments: Nice houses can add character. People need to live, and with thought, we can make better choices.

31. - 46. Not marked. "can not answer at this time"

A town plan is a great idea. Everyone needs to be on the same page, especially with the future getting nearer all the time. We can create nice homes while maintaining the inherent beauty of the land. It just takes thought and desire.

I plan on spending most of my remaining years on my beautiful piece of land on Holmes Bay. I think it would be a great idea if local folks could stay in town to shop, to see a doctor or dentist, etc. Even tho a department store is a big building, something that could stop people from going to Ellsworth or Calais would be wonderful and would create lots of jobs, and help the tax base. It would just have to be sited correctly. It could be done.

I wish you well in this endeavor. I hope you hear from everyone.

**T-13**

For me, Whiting represents my family history. The Cranes have lived in Whiting for over 200 years. Many of my ancestors are buried in the cemetery, including Col. John Crane, a soldier in the Revolutionary War. Both of my grandparents (Allen C. and Burpie Crane) are buried there as well as an aunt and an uncle and my parents have a plot there. I inherited a small piece of land on Little Lake from my grandfather's (Allen C. Crane) estate. He bought it in the early 1900's. It borders the property where my father (T. Burleigh Crane) was born. Whiting has many wonderful childhood memories for me, swimming in the Mill Pond. It's sad for me to see the town look so shabby compared to how I remember it. I'm glad the town is looking to the future and planning. It's only a matter of time before the coastal growth reaches Wash County and careful planning is essential.

**T-14**

25. More. 26. Unsure

Comments: Too much governmental involvement limits and restricts small town government.

**T-15**

20. & 23. Yes. 21., 22., 24. No

Comments: Town should budget for hiring a public relations firm to create an image of an upscale, scenic 2nd home or retirement community.

25., 27., 29. Less. 26., 28., 30. More

Comments: Encourage development of upscale retirement and second homes to bring in tourist dollars and broaden the tax base

**T-17**

Please continue the current tax status of "Under Growth" land.



**T-19**

8. & 11. Favor. 9., 10., 12. Oppose

Comment: limited amount of single family homes

**T-20**

8. Favor. 9., 10., 12. Oppose. 11. Unsure

Comments: WHITING WILL BE, AND SHOULD BE PRIMARILY A RESIDENTIAL COMMUNITY

13., 16., 17. Yes. 14., 15., 18. No. 19. Unsure

Comments: 14, 15, 19 (DO NOT ENCOURAGE THESE BUSINESSES) POPULATION DENSITY, ECONOMICS AND SEASONAL CASH FLOW DO NOT MAKE A PROFITABLE ENVIRONMENT.

SHOPPING TRENDS → PEOPLE BYPASS MACHIAS FOR ELLSWORTH OR BANGOR

20. Yes. 22. & 23. No. 21. & 24. Unsure

Comments: 21 IF YOU DO JUST COVER, BASICS DO NOT GET TO DETALLED OR FANCY THAT WOULD ELEVATE CONSTRUCTION COSTS

25. More. 26. - 30. Unsure.

Comments: THE LAND BELONGS TO THE PEOPLE - THE TOWN SHOULD NOT BE PRESERVING PEOPLE'S LAND. TO MUCH CONTROL IS NOT A GOOD THING. UNSURE ANSWERS MEAN LEAVE AT STATUS QUO

**T-28**

8. - 11. Unsure. 12. Oppose

Comments: I have to be "unsure" because it all depends on where, how big, quality of building, etc.

13. - 19. No

Comments: I do not believe in "encouraging" - It is better to allow to develop, with scrutiny.

25. - 30. More

Comments: Always in favor of keeping the "wild", small-town atmosphere.

**T-35**

13. - 18. Yes. 19. No

Comments: (re 13-15) Only in areas where light industry retail shopping and business/professional buildings will not detract from the value of residential properties.

20. & 24. Yes. 21. - 23. No

Comments: (re 21-22) Not for residential buildings but there should be codes for commercial buildings.

25. Unsure. 26. - 30. More

Comments: (re 25) I think the people of Whiting need a few more services and job opportunities which means to some extent becoming less rural. At the same time, the natural beauty of Whiting can't be sacrificed for over development.

**T-41**

8., 9., 11. Favor. 10., 12. Unsure

Comments: We really don't want to see another Little Village situation.

25., 26., 29. More. 27., 28., 30. Unsure

Comments: We really love Whiting just the way that it is.

We were victims of robbery & breakins, once in 2000 & once in 2001. Unless one has been a victim of this type of crime you would not know how violated it makes you feel. This criminal activity is the one most

important problem that we have with owning property in Whiting, in fact it is our only problem. We love the area.

**T-42**

8. - 11. Favor. 12. Unsure

Comments: AFFORDABLE HOUSING IS CRITICAL AREA OF CONCERN - PURCHASING OR RENTING.

13. - 17., 19. Yes. 18. Unsure.

Comments: DEVELOPMENT FOCUS SHOULD BE ON NON-SEASONAL JOBS. "TOURISM" LASTS 8 WEEKS; WHAT ABOUT THE OTHER 44?

20. - 22., 24. Yes. 23. No

Comments: #23: LARGE SCALE RESIDENTIAL DEVELOPMENT IS, AT THIS POINT, A PIPE DREAM. WHERE WILL THE DEMAND BE?

25. - 30. More

Comments: CAN TOWN CREATE AN OPEN SPACE FUND? MATCHING GRANT MONEY IS AVAILABLE FOR TOWNS WITH INITIATIVE.

31. No opinion. "scanty at best"

**SURVEY TALLIES, SEASONAL RESIDENTS (N=19)**

	FAVOR		OPPOSE		UNSURE
8.	17		0		2
9.	4		10		3
10.	6		5		7
11.	13		1		4
12.	2		14		2
	YES		NO		UNSURE
13.	15		3		1
14.	15		2		2
15.	10		3		4
16.	16		0		3
17.	16		0		1
18.	10		5		3
19.	10		7		2
	YES		NO		UNSURE
20.	12		4		3
21.	11		6		1
22.	11		4		4
23.	3		10		5
24.	9		6		4
	MORE		LESS		UNSURE
25.	16		0		3
26.	16		0		3
27.	12		1		4
28.	16		1		2
29.	15		0		4
30.	11		0		5
VERY SATISFIED	SAT		NO OPINION	DISSATISFIED	VERY DIS
31.	1	7	9	0	0
32.	2	7	7	1	0
33.	0	6	9	1	1
34.	4	4	8	0	0
35.	3	5	9	0	0
36.	1	2	13	1	0
37.	1	3	12	1	0
38.	7	8	0	1	1
39.	3	10	0	4	0
40.	1	9	4	3	0
41.	0	8	5	3	2
42.	1	10	6	0	0
43.	0	15	1	1	0
44.	0	10	7	0	0
45.	0	5	8	1	0
46.	0	4	11	0	0

**COMMENTS, SEASONAL RESIDENTS, S-1 THROUGH S-20****S-2**

8. - 11. Favor. 12. Unsure

Comments: I favor development of a balance of housing types.

13. - 19. Yes

Comments: The town should provide for a range of development opportunities.

20. - 22., 24. Yes. 23. No

Comments: The Town should control where and how development occurs within the Town.

25. - 30. More

Comments: These are all important resources to preserve in the context of allowing opportunities for people to live and work within the Town.

**S-3**

27. not marked. "already federal law"

45. not marked. "what recreation facilities?"

46. not marked. "what public transportation?"

Sorry to be late but here is a serious thought. Look at the strip of route 1 from Machias to East Machias. Its filling in with business, each wanting a piece of the road. And it's ugly.

If Whiting could somehow limit development along route 1 to several zones, the rural forested character of the town could be preserved. Maybe this requires zoning along Route 1 and a process of appeals for new development - appeals that have a greater likelihood of approval if nearby development has already occurred.

If some plan to limit the areas of development is not created, eventually we will have an ugly strip on route 1 to rival the Machias-E Machias corridor.

**S-8**

I see Gardner Lake as a key attraction for tourism & people looking to move into the area. This is Whiting's most valuable natural resource. I don't like the way this town allows this valuable resource to be exploited by Connor's brothers. They are allowed to draw water from the lake in great quantities without having to filter & reprocess it & return it to the lake. The corresponding drop in lake levels detracts from the beauty and desirability of this most important people attraction. It certainly has made me think about selling & getting out. Why can't we require that lake use like Connor's Bro's is a non-consumable use, ie. They can use the water but it has to be returned to the lake in reuseable (recycleable) form.

**S-9**

31. - 46. Not marked.

Regarding Questions 31-43-45-46 I have to say that these services I can't comment on, cause I live in Mass. But I would hope that they are in good shape and no problems.

As for Qt. "43", there should be somebody in the office from 8 till 6 PM for any questions for people who live out of town. If somebody is there, that is even better.

PS Any questions please call me at (tel number is given here)

**S-10**

20. & 23. Unsure. 21., 22., 24. Yes

Comments: On small lakes (like Indian) with important birds (like nesting loons) jet-skiis should be banned. Many small lakes can be designated "no wake" to protect waterfowl and children swimming and kayaking, and the lake's ecosystem & long term health & viability. We are stunned by the lack of regard to loons & children at Indian Lake. In the events we have personally seen with our own eyes, year round residents with jet skiis (even after being politely asked), showed no regard or respect for nesting loons or small children swimming - take the jet skiis to larger bodies of water please. We hope the planners will take into consideration the fragility of the nesting loons and the safety of the children at this small lake/-pond. Who can we talk with more about this? Is town meeting the proper arena? -it is an increasing problem we personally have observed at Indian Lake.

**S-11**

13. - 18. Yes. 19. No "not abutting any lakes"

20. - 22. Yes. 23. Yes "in zones". 24. No "Ocean Frontage is OK, Lakes Need To Be Kept As Is"

38. Very Satisfied "Staff Are Great!"

(1) Town needs even enforcement of code enforcement laws, especially on lake-side properties. It is clear that some landowners can do virtually whatever they wish, while others are held to existing standards.

(2) Committee/Board Seats Should be held by local residents only

(3) Lakes S/B able to restrict watercraft type and size as well as monitor existing regulations, especially as relates to jet skis.

**S-12**

13. - 19. Yes

Comments: These things should be done in such a way, that the development does not in any way cause do harm to lakes and inland waterways.

20. - 22. Yes. 23. No. 24. Unsure

Comments: Lakes access should, remember that the families living and investing in homes on these properties must be considered first, to protect the private homes of these families. One of the main reason Families have gather on Lakes in Maine for generations. All so we've got to look at boats coming in from out of state that may have-over

25. - 29. More. 30. Not marked

Comments: all development should be done with the best interest of the family unit in mind

**S-13**

25. - 30. More

Comments: Natural landscape and waterfront are the town's biggest assets. Protect them.

45. Not marked. "?"

46. Not marked. "Is there any?"

**S-16**

20. & 23. No. 21., 22., 24. Yes

Comments: All development, esp. subdivisions must be scrutinized closely. There must be rigid standards. The town should not hesitate to turn down any.

25. - 30. More

Comments: Jet skis must NOT be allowed on lakes & ponds, esp. Orange Lake.

**S-17**

To whom it may concern. In regards to the naming of the fire roads. We were and still are very upset with the way the names were selected. We were never contacted about this matter. And we would like to have this rectified. (Name and tel number provided)

**SURVEY TALLIES, RESIDENTS (N=55)**

	FAVOR		OPPOSE		UNSURE
8.	50		1		4
9.	21		21		13
10.	14		28		13
11.	44		5		6
12.	7		35		13
	YES		NO		UNSURE
13.	44		6		5
14.	41		8		6
15.	39		5		11
16.	50		0		5
17.	42		6		7
18.	22		24		9
19.	36		12		7
	YES		NO		UNSURE
20.	44		6		5
21.	33		15		7
22.	26		17		12
23.	11		33		11
24.	38		14		3
	MORE		LESS		UNSURE
25.	39		8		8
26.	41		9		5
27.	31		21		3
28.	32		15		8
29.	30		15		10
30.	29		16		10
VERY SATISFIED	SAT		NO OPINION	DISSATISFIED	VERY DIS
31.	11	26	12	6	1
32.	21	28	6	0	0
33.	10	29	12	3	1
34.	24	18	8	4	1
35.	27	20	6	1	1
36.	12	9	26	7	1
37.	8	15	22	8	2
38.	22	28	0	4	1
39.	8	29	8	10	0
40.	16	31	5	3	0
41.	6	24	1	20	4
42.	13	23	18	1	0
43.	15	30	5	3	2
44.	8	23	14	10	0
45.	4	11	21	15	4
46.	4	8	28	8	7

**COMMENTS, RESIDENTS, R-1 THROUGH R-55****R-1**

8., 9., 11., 12. Favor. 11. Oppose

Comments: I only oppose government-owned, controlled, or funded "subsidized housing." I only favor private housing projects for elderly.

13. - 19. Yes

Comments: Again, none of these should be funded by tax dollars in any way.

20. - 24. No

Comments: Government should not engage in any form of economic planning, which infringes on liberty.

25. - 30. Less

Comments: All such preservation should be done privately with no use of tax dollars and no eminent domain.

**R-2**

39. Dissatisfied. "Route 1"

**R-3**

13. - 17. Yes. 18. - 19. No

Comments: A "Super-Walmart" would be nice! (smiley face)

25. - 30. Yes

Comments: Keep the Out-of-Staters OUT!

41. Very dissatisfied. "TOO HIGH - I'm a Senior Citizen on Soc Sec."

45. "Where?"

46. "Didn't know we had any?"

**R-4**

42. Not marked. "Not town operated"

**R-8**

13. - 17. Yes. 18. No

Comments: bring in business + jobs

**R-10**

in Whiting that have no relatives to maintain them. If they could be located and put in a list that would cover both birth and death information - This list would be veryvaluable to people who are doing family research.

**Archeological information**

There are several sights on Orange River, the upper dam and the inlet and outlet of Rocky Lake. Rocky Lake should be examined for the presente of pleistocene mammals on the inlet to Rocky Lake. The emphasis of calcine bone has been discovered by the opening up of the Camp of road system - We need to know if the bone is mammoth or other pleistocene beasts. At the dam sight itself I have seen 5 axes, 3 drills, rods, and many gouges. In time of low water many artifacts have been recovered - one broken fluted point should give us an age of 10,500 years before present.



Kidder's History of Eastern Maine and Nova Scotia List the military uses of Orange River noted at the upper dam - You could catch trout a pound a minute. (This must have been great fun.)

**R-11**

13. - 14. Unmarked. 15. - 17. Yes. 18. Unsure. 19. No

Comments: Gardners Lake, the only major lake, with the water taken by the hatchery + drought and new subdivisions will likely be harmed if campgrounds + RV Parks are allowed on the lake. Controlled development is necessary on other bodies of water.

20. - 22., 24. Yes. 23. Unsure

Comments: As Whiting grows, which is inevitable, zoning will help to ensure industry/commercial development will be developed in environmentally safe areas

**R-12**

31., 32., 38., 40. Very satisfied. Each marked "Excellent"

41. Very satisfied. "O.K."

**R-15**

8. & 11. Yes. 9. & 10. Unsure. 12. Oppose

Comments: Need Zoning before opinion could be given on the unsure 9 & 10

13. - 17. Yes. 18. No. 19. Unsure

Comments: Same comment as Housing on #19

20. - 22., 24. Yes. 23. No

Comments: Question 23 would require the town to provide additional Fire Prot, Police Prot, Additional Schooling + Maintenance to roads + Municipal Services

**R-21**

36. & 37. Satisfied. "Non Existant in Whiting. However it is close by - Machias & Calais"

**R-22**

25. - 30. Less

Comments: Leave it the way it is!

**R-23**

8. - 10., 12. Oppose. 11. Favor

Comments: We Got Enough Welfare Without Begging For More.

**R-29**

8., 9., 11. Favor. 10., 12. Oppose

Comments: I FAVOR ANYTHING THAT WOULD RELIEVE HIGH COST OF PROPERTY TAXES

20. - 22., 24. Yes. 23. Unsure "ONLY WHEN TAXES ON PROPERTY GO DOWN."

Comments: MAKE IT EASIER TO OBTAIN AN ABATEMENT. I AM 68 YEARS OLD AND A VETERAN WHO APPLIED FOR AN ABATEMENT IN OCT 2001. NO WORD - I'M SERIOUSLY CONSIDERING SELLING AND MOVING.

**R-30**

8., 9., 11. Favor. 10. Unsure. 12. Oppose

Comments: Most Mobile home parks in this area are substandard. Single Mobile homes or small parks with restrictions should be allowed.

13. - 18. Yes. 19. No

Comments: A no here is to protect current residents from the onslaught of traffic created. Serious consideration needs to be given to this added town burden.

20., 22., 24. Yes. 21. No. 23. Unsure

Comments: Construction codes are money sinks - keep the responsibility with the homeowner to build an adequate structure. There are many people here who can do the work themselves without others inspecting.

25. - 30. More

Comments: please consider the placement of Communication towers. Increase the distance from homes.

### **R-31**

20., 21., 23., 24. Yes. 22. No

Comments: We have people who have what they want on our lakes so they don't want other people to have lake property or even access. The town had a chance to get Pearl's beach for its residents and said no. That is a shame"

25. - 30. "Same"

Comments: The people are the most important thing, more than a tree, more than waterfront, more than wetland. We need jobs and housing so our young people can stay here if they want.

37. Dissatisfied. "not enough"

45. Very dissatisfied. "not enough"

### **R-32**

13. - 16., 19. Yes. 17. & 18. No

Comments: More jobs are needed.

20. - 23. No. 24. Yes

Comments: Planning is fine as long as it is democratic and not intended to restrict activities.

### **R-33**

8. Unsure. 9., 10., 12. Oppose. 11. Favor

Comments: Single Family Homes Should Be Built Only Where Land Doesn't Have To Be Cleared.

13. - 15., 19. Yes. 16. & 17. Unsure. 18. No

Comments: Seasonal Campgrounds + RV parks Should Be Further Developed Near The Moosehorn.

### **R-35**

8., 9., 11. Favor. 10. & 12. Unsure

Comments: Best way to increase tax base is to encourage building

13. - 16., 19. Yes. 17. - 18. Unsure

Comments: See Above

20. Unsure. 21. & 22. No. 23. & 24. Yes

Comments: Do Not Styme Building

25., 27. - 30. Less. 26. Unsure

Comments: We cannot stagnate to satisfy the Bird Watchers of the World

### **R-40**

25. - 27., 29. Unsure. 28. - 30. Not marked. Comment on 28: OK as is.

31. Satisfied. "Would like more during Summer"

- 32. Satisfied. "more growth to require more"
- 34. Unmarked. "Needs long range planning to accommodate growth."
- 35. Unmarked. "Long Range Planning for regional school to include all Cobscook communities."
- 36. Unmarked. "Is there any?"
- 37. Unmarked. "Is there any?"
- 39. Dissatisfied. "State needs to do better."
- 41. Dissatisfied. ""Too high for amount of services."
- 45. Unmarked. "Are there any?"
- 46. Unmarked. "Is there any?"

Further comment on 34: How many more students can the school hold. People (Families with children) are looking to move into Whiting to attend the school - Our concern is that we may discourage positive growth to not increase the student population.

#### R-42

- 36. Dissatisfied. "Do we offer any?"
- 46. Unmarked. "What public transp?"

#### R-43

- 13. - 15., 19. Yes. 17. Unsure. 18. No.

Comment: (#16) Yes, as long as it isn't a business that leads to something resembling a junk yard (like the garage in E. Machias across fr. The Riverside Inn). (#19) I think a Campground or RV site would be okay in Whiting as long as it isn't allowed to be located at Indian Lake, Orange Lake or Gardner Lake.

- 20. - 22. Unsure. 23. & 24. No

Comment: (#21 & #22) Whiting could "zone" enough to prohibit junk, old vehicles, falling-down camps/houses (unused, that is) Maybe it could be a community project in cases where the owner isn't able to do the work physically or financially (#24) Gardner Lake already has two public access areas. One at Chases Mills & one at Second Gardner's Lake both of which are public, although Second Gardner landing will apparently be kept quiet to discourage public use - which doesn't alter the fact that there are 2 public landings. Don't know whether or not Indian & Orange have been equally "blessed." Besides - we shouldn't be in the business of "securing" public access since it would probably be accomplished through more taxes, which are already too high!

- 25. Unmarked. "? We already are rural - it's the character I'm not sure about!"

- 26. - 30. Less. "Just leave it alone"

Comments: With the State already deciding how, when & where we should be "preserving" - no one needs the town breathing down their neck.

- 31. Unmarked. "haven't needed it yet (Lucky)"

- 41. Very Dissatisfied. "Whiting should put a stop on tax-free non-profits, Land Trusts etc. They, too, should be paying a fair share."

- 42. Very satisfied. "Haven't needed it yet, but I'm Very Satisfied."

#### R-45

- 8. Favor. 11. Unsure. 9., 10., 12. Oppose.

Comments: Dont change the Town No urban sprawl at all

- 14., 16., 17., 19. Yes. 13., 18. No. 15. Unsure

Comments: Attract Tourist Trade

- 20. - 22., 24. Yes. 23. No.

Comments: Attract sport fishermen & hunters

25. - 28. More. 29. & 30. Unsure

Comments: Use scenic advantages to attract visitors

**R-48**

8., 9. 11. Favor. 10. & 12. Unsure.

Comments: Mobile Home park would depend on location.

13. - 17. Yes. 18. & 19. Unsure

Comments: Seasonal Camp grounds RV Parks would depend on location + size

**R-49**

25. - 30. More

Comments: In the form of private landowner management initiatives.

38. Very satisfied. "Excellent!"

**R-50**

8. & 11. Favor. 9. Oppose. 10. & 12. Unsure

Comments: There is a need for low income housing, but it requires forethought in a town with limited resources & a tiny school. (How many units, etc.)

25. - 30. More

Comments: Vermont is an example of a state that retains its rural + scenic characteristics, while developing commercial opportunities.

**R-54**

31. Very satisfied. "To much racing Slow Down More checking Cutler Road"

40. Very satisfied. "Excellent"

46. Unmarked. "Like to see a train"

**R-55**

39. Dissatisfied. "Never enough + G. Lake needs road signs now"

41. Dissatisfied. "Too High"

42. Very Satisfied. "Use our own"

45. Very Satisfied. "Make my own"

46. Very Satisfied. "Transport myself"

Garbage disposal: Can we have annual "Free" Spring Clean Up day for demolition debris, mattress metal, paint, etc?

The State policies that are found in the Comprehensive Planning and Land Use Regulation Act (30-A MRSA §4311 et seq.) are reproduced in this Appendix. The Act requires that a municipality will specify what approaches they will take to address them. The town of Whiting has tailored these policies to the specific circumstances of Whiting as they are raised in each of the major substantive areas (chapters) of this Comprehensive Plan. The town's policies can be found at the end of each chapter, in the body of the Capital Improvement Plan in the Fiscal Capacity chapter, and in the Land Use Plan that is mapped and described in the Land Use Chapter.

#### A. STATE POLICIES

1. to encourage orderly growth and development in appropriate areas of each community, while protecting the State's rural character, making efficient use of public services, and preventing development sprawl.
2. to plan for, finance, and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development;
3. to promote an economic climate that increases job opportunities and overall economic well-being;
4. to encourage and promote affordable, decent housing opportunities for all Maine citizens;
5. to protect the quality and manage the quantity of the State's water resources, including lakes, aquifers, great ponds, estuaries, rivers, and coastal areas;
6. to protect the State's other critical natural resources, including without limitation, wetlands, wildlife and fisheries habitat, sand dunes, shorelands, scenic vistas, and unique natural areas;
7. to protect the State's marine resources industry, ports, and harbors from incompatible development, and to promote access to the shore for commercial fishermen and the public;
8. to safeguard the State's agricultural and forest resources from development that threatens those resources;
9. to preserve the State's historic and archeological resources and;
10. to promote and protect the availability of outdoor recreation opportunities for all Maine citizens, including access to surface waters.

#### B. STATE COASTAL MANAGEMENT POLICIES

1. to promote the maintenance, development, and revitalization of the State's ports and harbors for fishing, transportation, and recreation;
2. to manage the marine environment and its related resources to preserve and improve the ecological integrity and diversity of marine communities and habitats, to expand our understanding of the productivity of the Gulf of Maine and coastal waters, and to enhance the economic value of the State's renewable marine resources;
3. to support shoreline development that gives preference to water-dependent uses over other uses, that promotes public access to the shoreline, and that considers the cumulative effects of development on coastal resources;
4. to discourage growth and new development in coastal areas where, because of coastal storms, flooding, landslides, or sea-level rise, it is hazardous to human health and safety;
5. to encourage and support cooperative state and municipal management of coastal resources;

6. to protect and manage critical habitats and natural areas of state and national significance, and to maintain the scenic beauty and character of the coast, even in areas where development occurs;
7. to expand the opportunities for outdoor recreation, and to encourage appropriate coastal tourist activities and development;
8. to restore and maintain the quality of our fresh, marine, and estuarine waters to allow for the broadest possible diversity of public and private uses; and
9. to restore and maintain coastal air quality to protect the health of citizens and visitors, and to protect enjoyment of the natural beauty and maritime character of the Maine coast.



STATE OF MAINE  
EXECUTIVE DEPARTMENT  
STATE PLANNING OFFICE  
38 STATE HOUSE STATION AUGUSTA, MAINE 04333

JOHN ELIAS BALDACCI  
GOVERNOR

DAVID H. KEELEY  
ACTING DIRECTOR

March 12, 2004

Steven Pressley, Selectman  
Town of Whiting  
P.O. Box 101  
Whiting, ME 04691

Dear Mr. Pressley,

Congratulations! I am very happy to say that with the amendments to the March 26, 2003 draft Comprehensive Plan put forth in your December 15, 2003 and March 1, 2004 ~~response letters~~, the State Planning Office finds the Town of Whiting Comprehensive Plan to be consistent with the Planning and Land Use Regulation Act.

We appreciate the hard work of the Comprehensive Planning Committee, your consultant, Judy East, and everyone else involved in the development of this plan. You have crafted a strong document that will benefit the Town and the entire region as Whiting works to implement the plan in upcoming years. Again, our congratulations.

Sincerely,

A handwritten signature in cursive script, appearing to read "Fred Landa".

Fred Landa  
Senior Planner

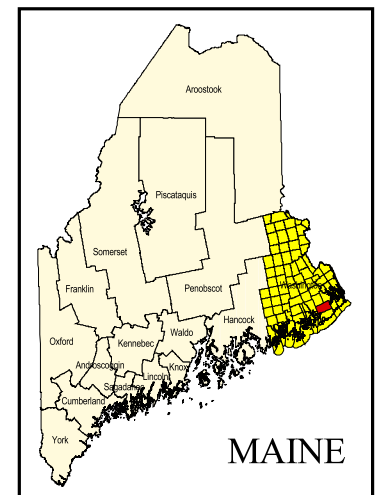
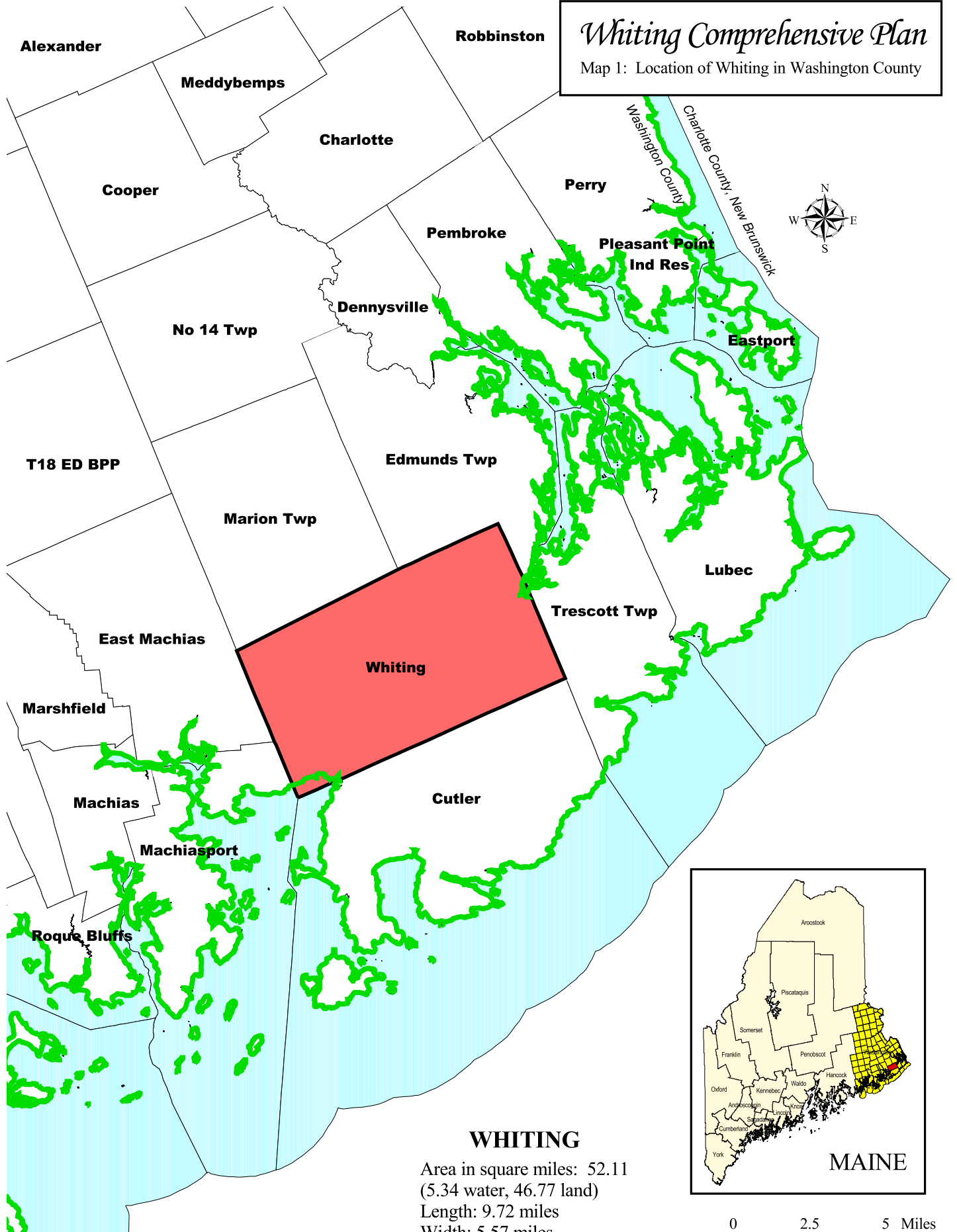
cc: Judy Cooper East, WCCOG  
Mike McCabe, Comprehensive Plan Committee

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# Whiting Comprehensive Plan

Map 1: Location of Whiting in Washington County



0 2.5 5 Miles

Sources: MEGIS  
Map revised: May, 2003

Washington County Council of Governments  
PO BOX 631  
Calais, ME 04619  
(207) 454-0465  
Web site: [www.emdc.org/wccog.htm](http://www.emdc.org/wccog.htm)

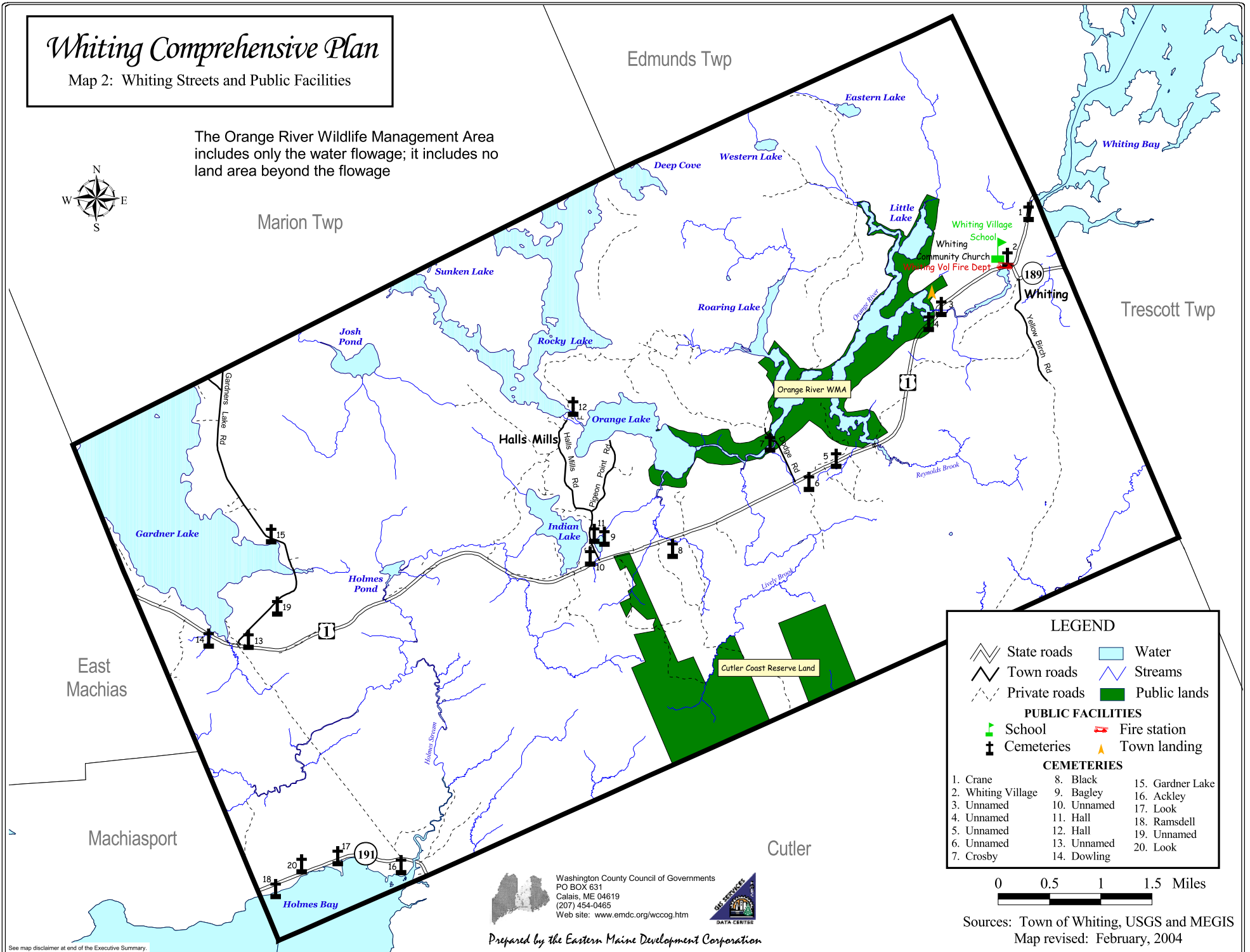
Prepared by the Eastern Maine Development Corporation

See map disclaimer at end of the Executive Summary.

# Whiting Comprehensive Plan

Map 2: Whiting Streets and Public Facilities

The Orange River Wildlife Management Area includes only the water flowage; it includes no land area beyond the flowage



## LEGEND

- State roads
- Town roads
- Private roads
- Water
- Streams
- Public lands

## PUBLIC FACILITIES

- School
- Fire station
- Cemeteries
- Town landing

## CEMETERIES

- |                    |             |                  |
|--------------------|-------------|------------------|
| 1. Crane           | 8. Black    | 15. Gardner Lake |
| 2. Whiting Village | 9. Bagley   | 16. Ackley       |
| 3. Unnamed         | 10. Unnamed | 17. Look         |
| 4. Unnamed         | 11. Hall    | 18. Ramsdell     |
| 5. Unnamed         | 12. Hall    | 19. Unnamed      |
| 6. Unnamed         | 13. Unnamed | 20. Look         |
| 7. Crosby          | 14. Dowling |                  |

0 0.5 1 1.5 Miles

Sources: Town of Whiting, USGS and MEGIS  
Map revised: February, 2004



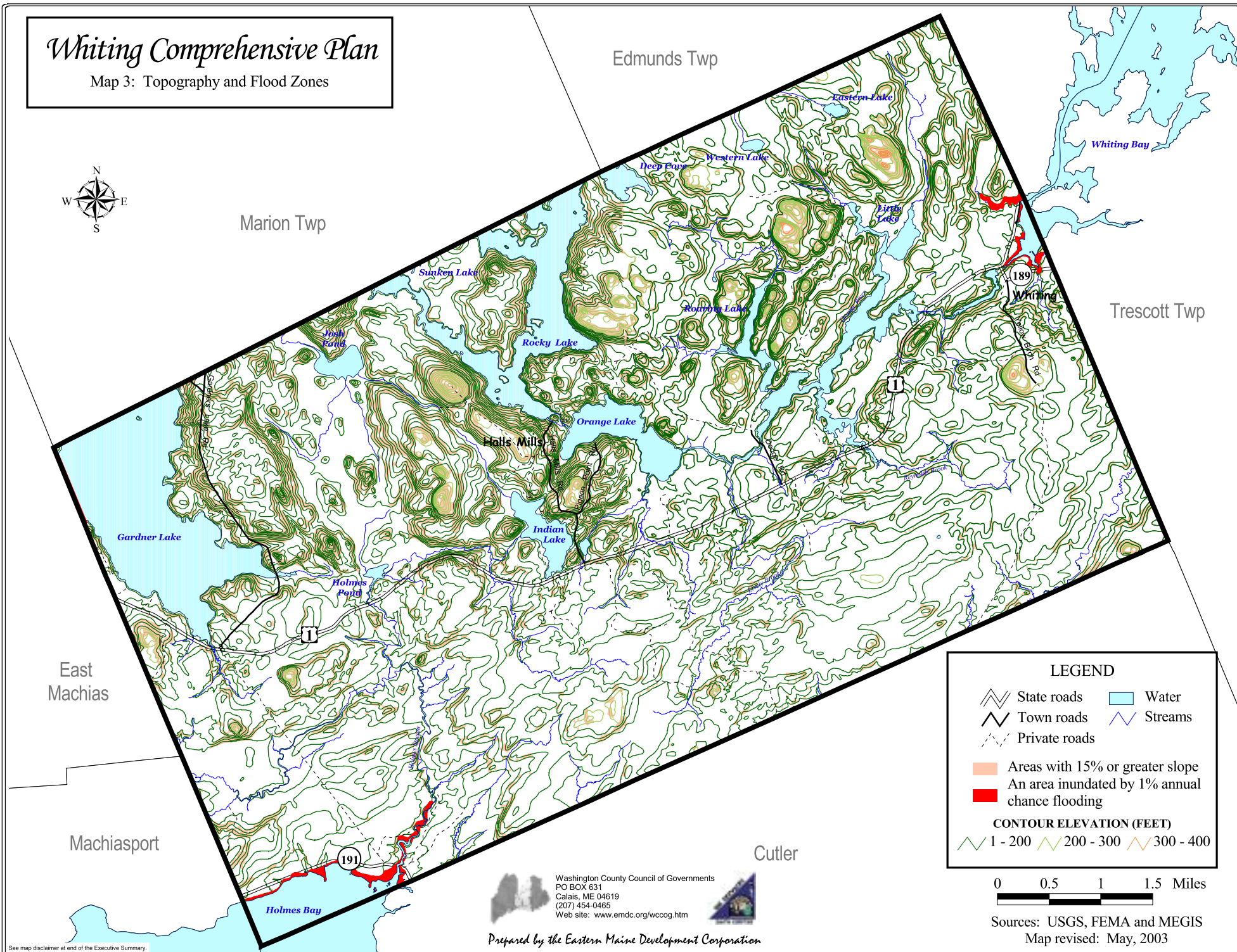
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# Whiting Comprehensive Plan

Map 3: Topography and Flood Zones



### LEGEND

State roads
 Water

Town roads
 Streams

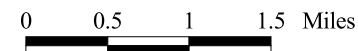
Private roads

Areas with 15% or greater slope

An area inundated by 1% annual chance flooding

#### CONTOUR ELEVATION (FEET)

 1 - 200
 200 - 300
 300 - 400



Sources: USGS, FEMA and MEGIS  
Map revised: May, 2003



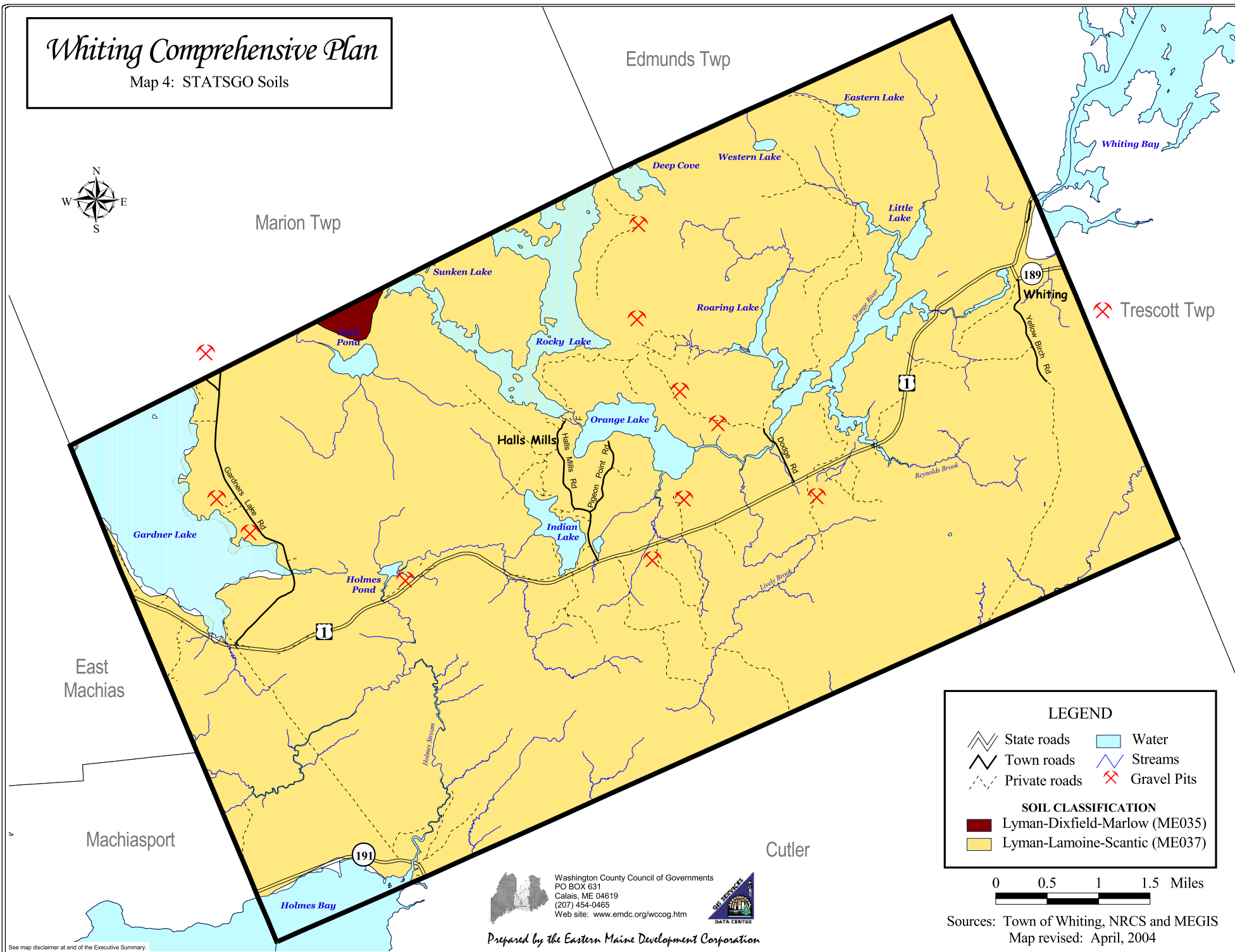
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# Whiting Comprehensive Plan

Map 4: STATSGO Soils



**LEGEND**

	State roads		Water
	Town roads		Streams
	Private roads		Gravel Pits

**SOIL CLASSIFICATION**

	Lyman-Dixfield-Marlow (ME035)
	Lyman-Lamoine-Scantic (ME037)

0 0.5 1 1.5 Miles

Sources: Town of Whiting, NRCS and MEGIS  
Map revised: April, 2004



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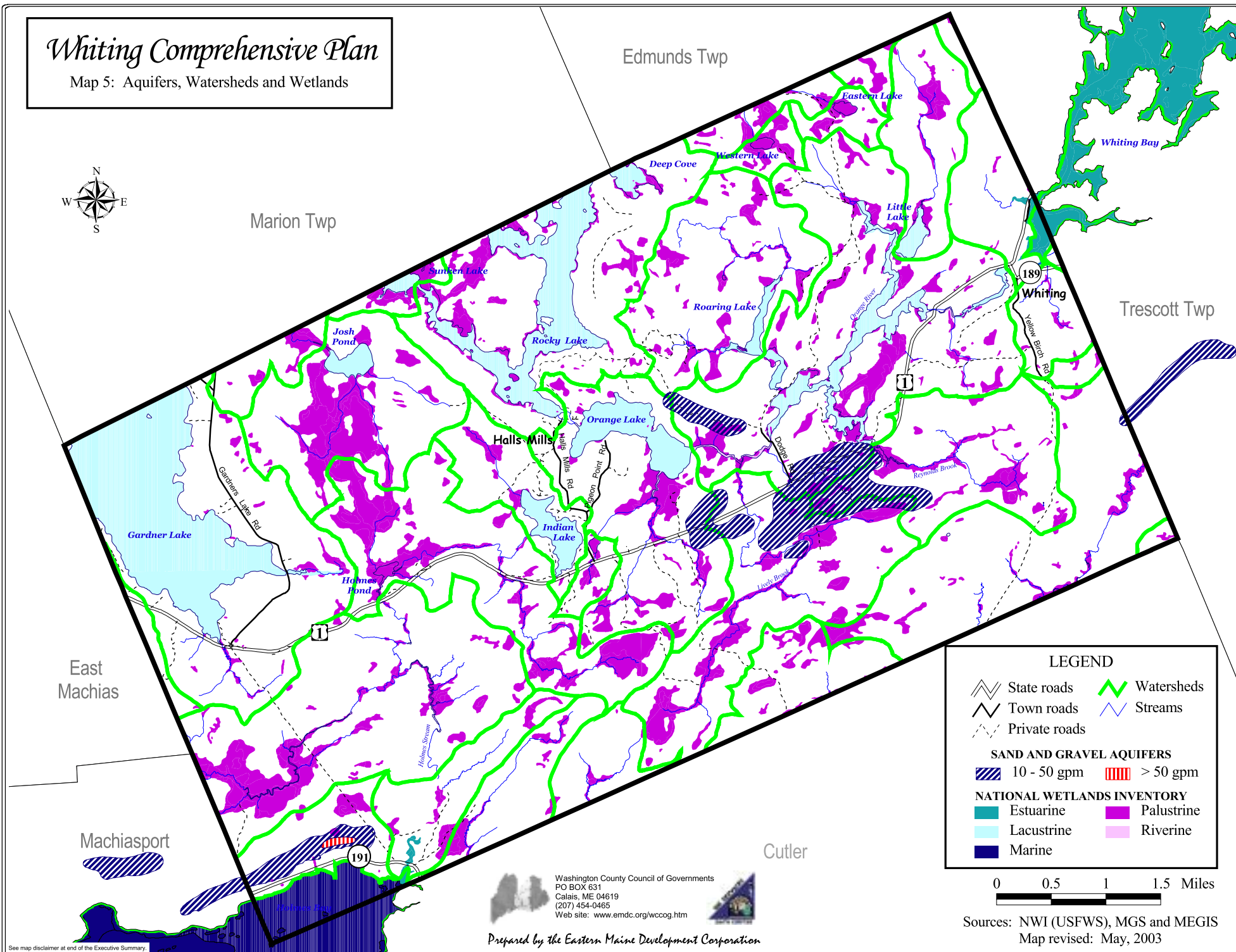


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# Whiting Comprehensive Plan

Map 5: Aquifers, Watersheds and Wetlands



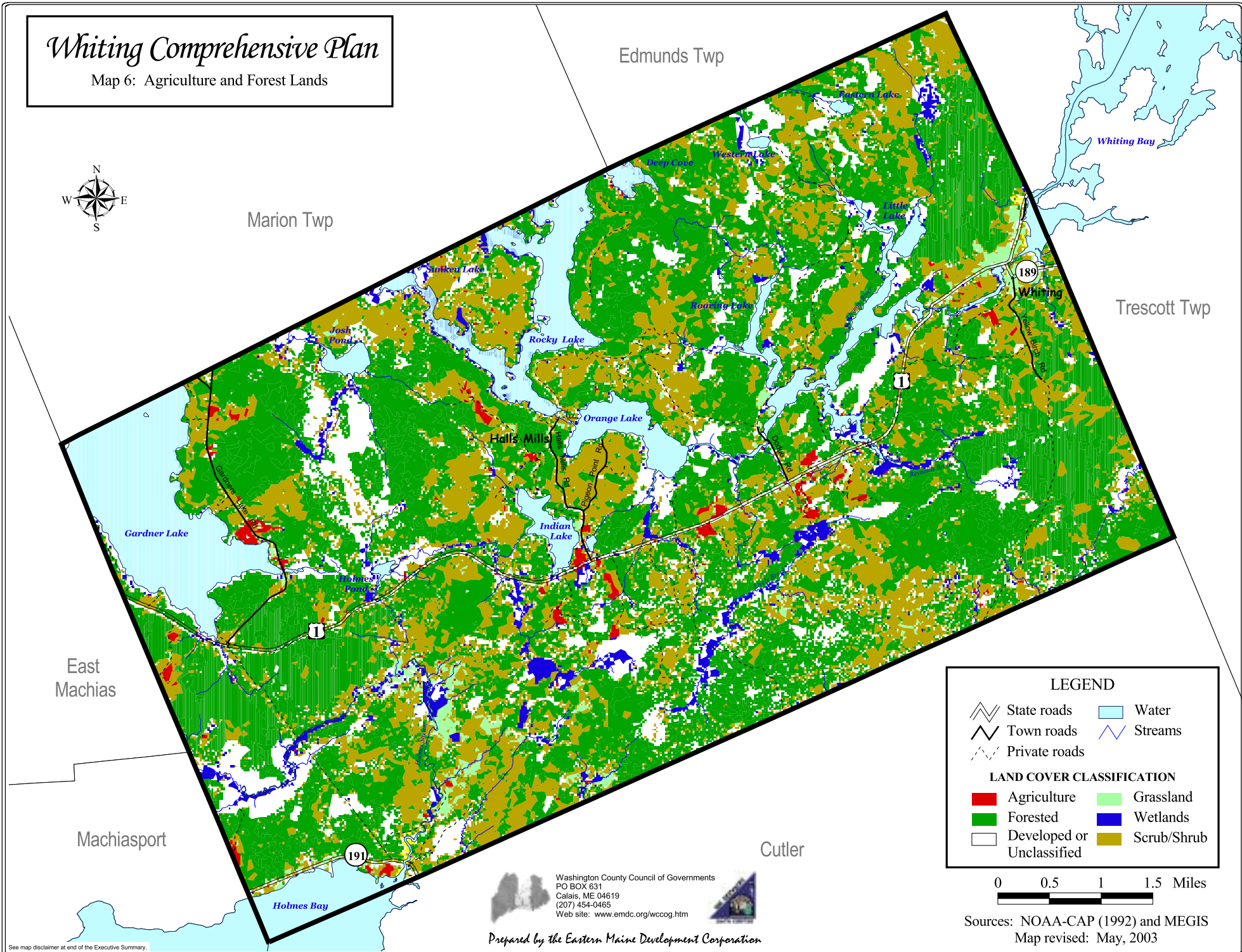
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# Whiting Comprehensive Plan

Map 6: Agriculture and Forest Lands



**LEGEND**

State roads  
 Town roads  
 Private roads  
 Water  
 Streams

**LAND COVER CLASSIFICATION**

Agriculture	Grassland
Forested	Wetlands
Developed or Unclassified	Scrub/Shrub



Sources: NOAA-CAP (1992) and MEGIS  
 Map revised: May, 2003

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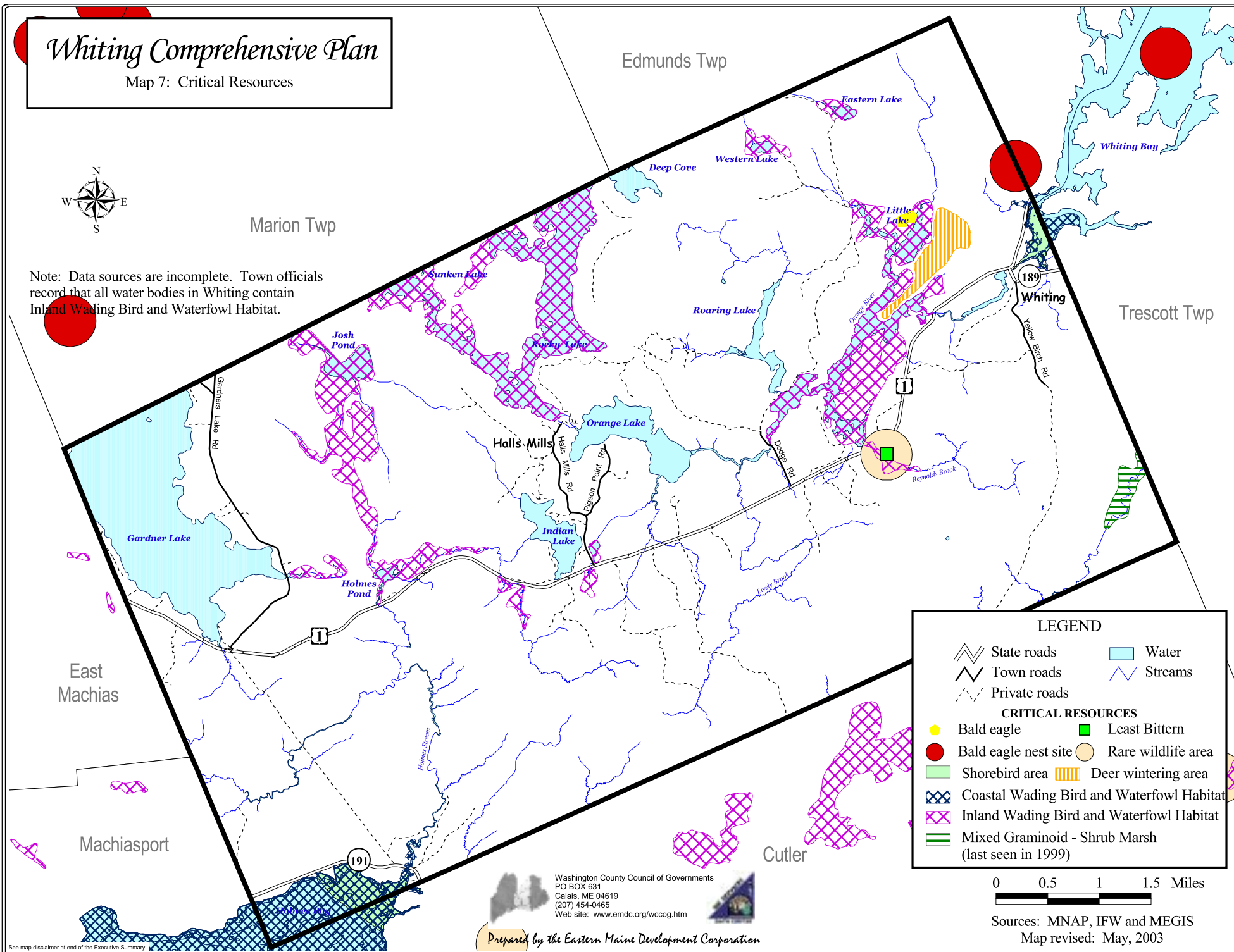
See map disclaimer at end of the Executive Summary.

# Whiting Comprehensive Plan

Map 7: Critical Resources



Note: Data sources are incomplete. Town officials record that all water bodies in Whiting contain Inland Wading Bird and Waterfowl Habitat.



See map disclaimer at end of the Executive Summary.

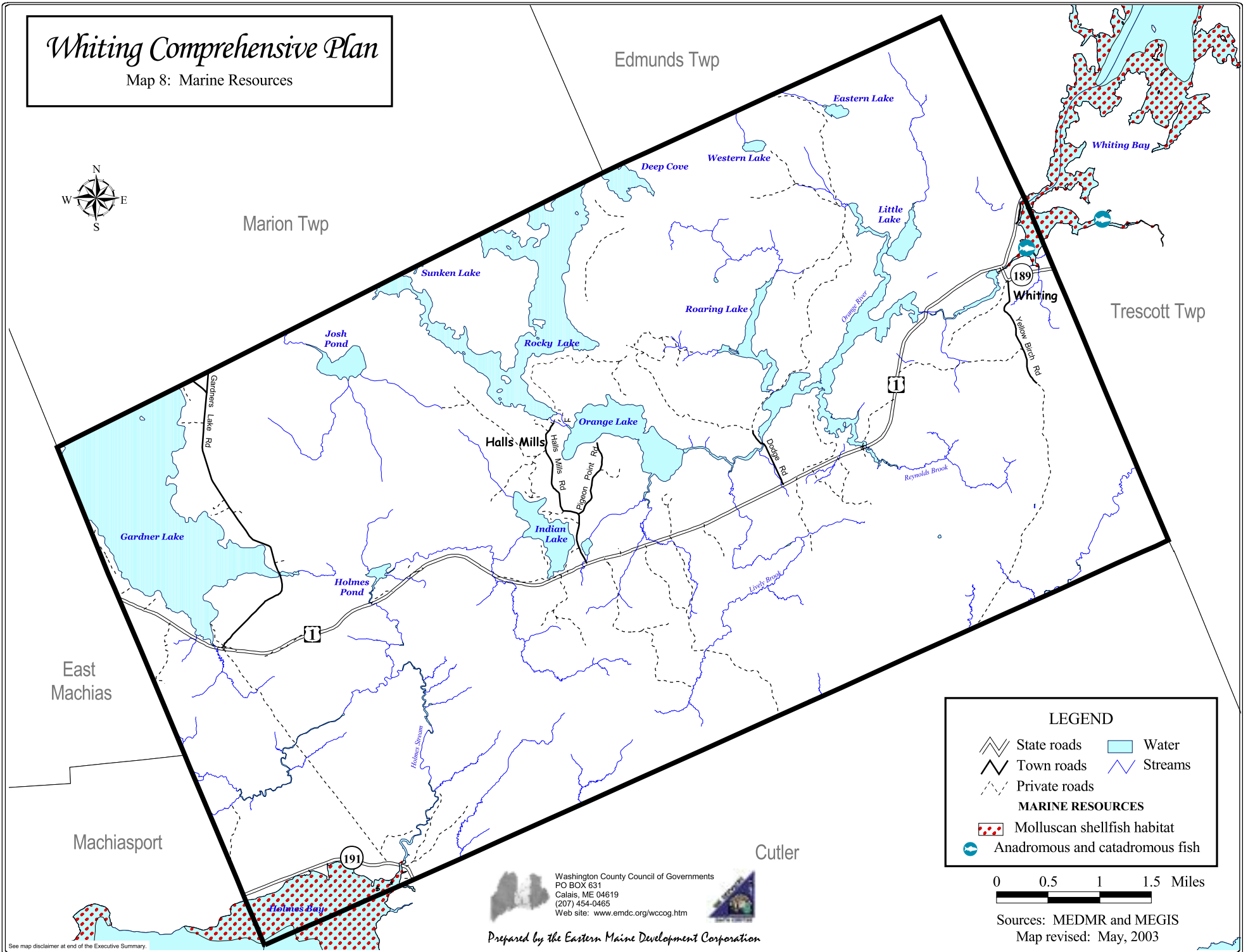
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Sources: MNAP, IFW and MEGIS  
Map revised: May, 2003

# Whiting Comprehensive Plan

Map 8: Marine Resources



**LEGEND**

	State roads		Water
	Town roads		Streams
	Private roads		
<b>MARINE RESOURCES</b>			
	Molluscan shellfish habitat		
	Anadromous and catadromous fish		

0 0.5 1 1.5 Miles

Sources: MEDMR and MEGIS  
Map revised: May, 2003



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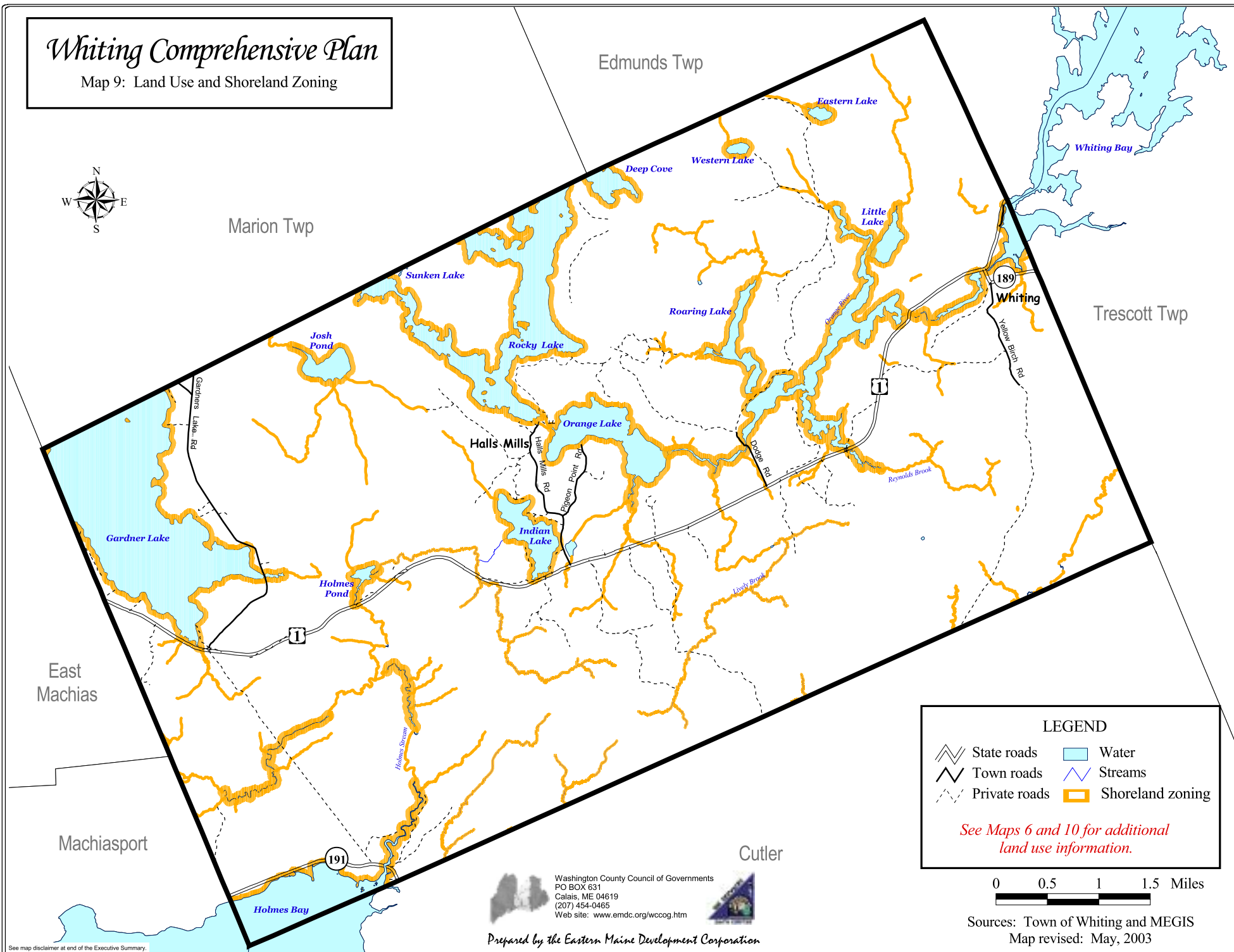


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# Whiting Comprehensive Plan

Map 9: Land Use and Shoreland Zoning



## LEGEND

- State roads
- Town roads
- Private roads
- Water
- Streams
- Shoreland zoning

*See Maps 6 and 10 for additional land use information.*

0 0.5 1 1.5 Miles

Sources: Town of Whiting and MEGIS  
Map revised: May, 2003



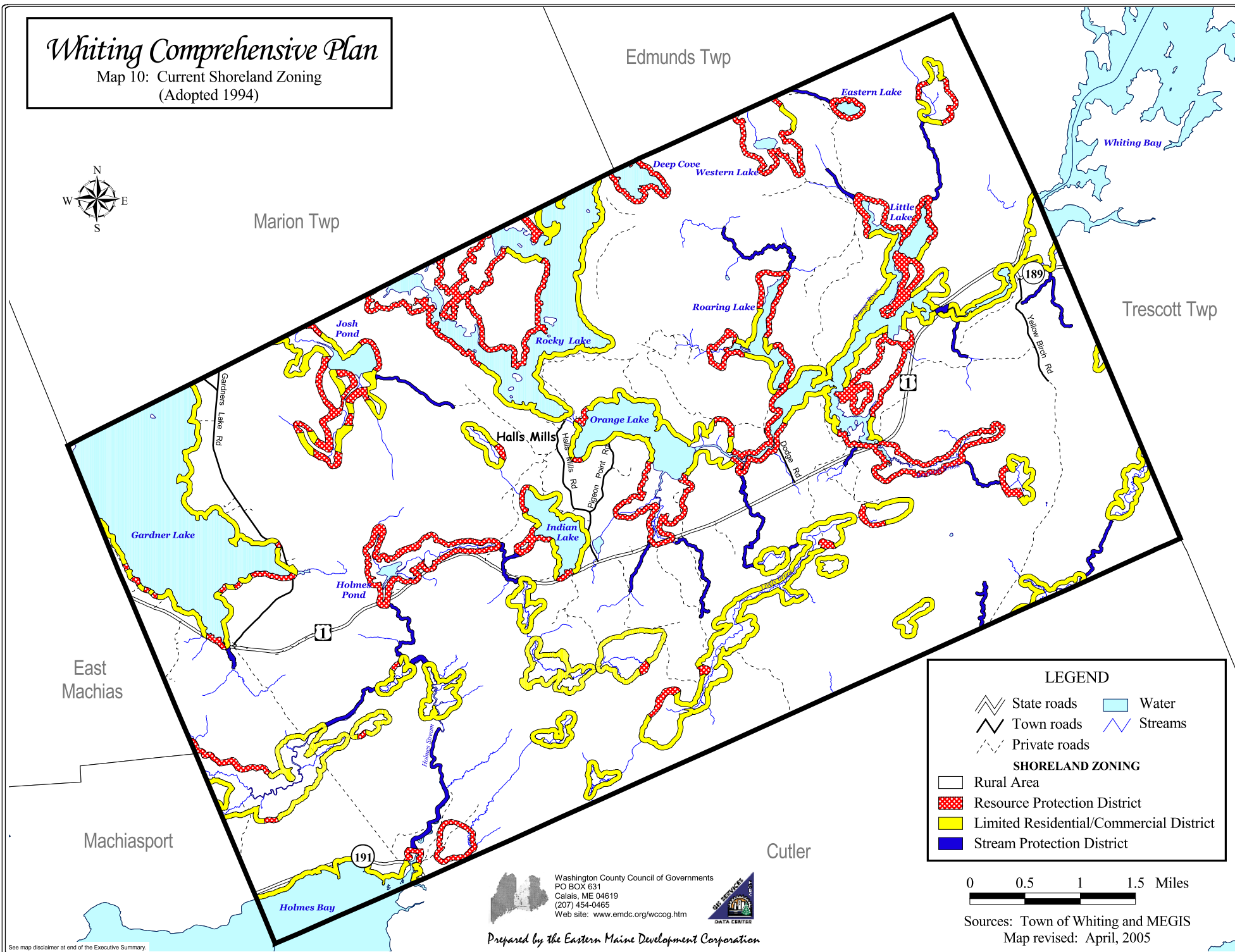
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# Whiting Comprehensive Plan

Map 10: Current Shoreland Zoning  
(Adopted 1994)



See map disclaimer at end of the Executive Summary.



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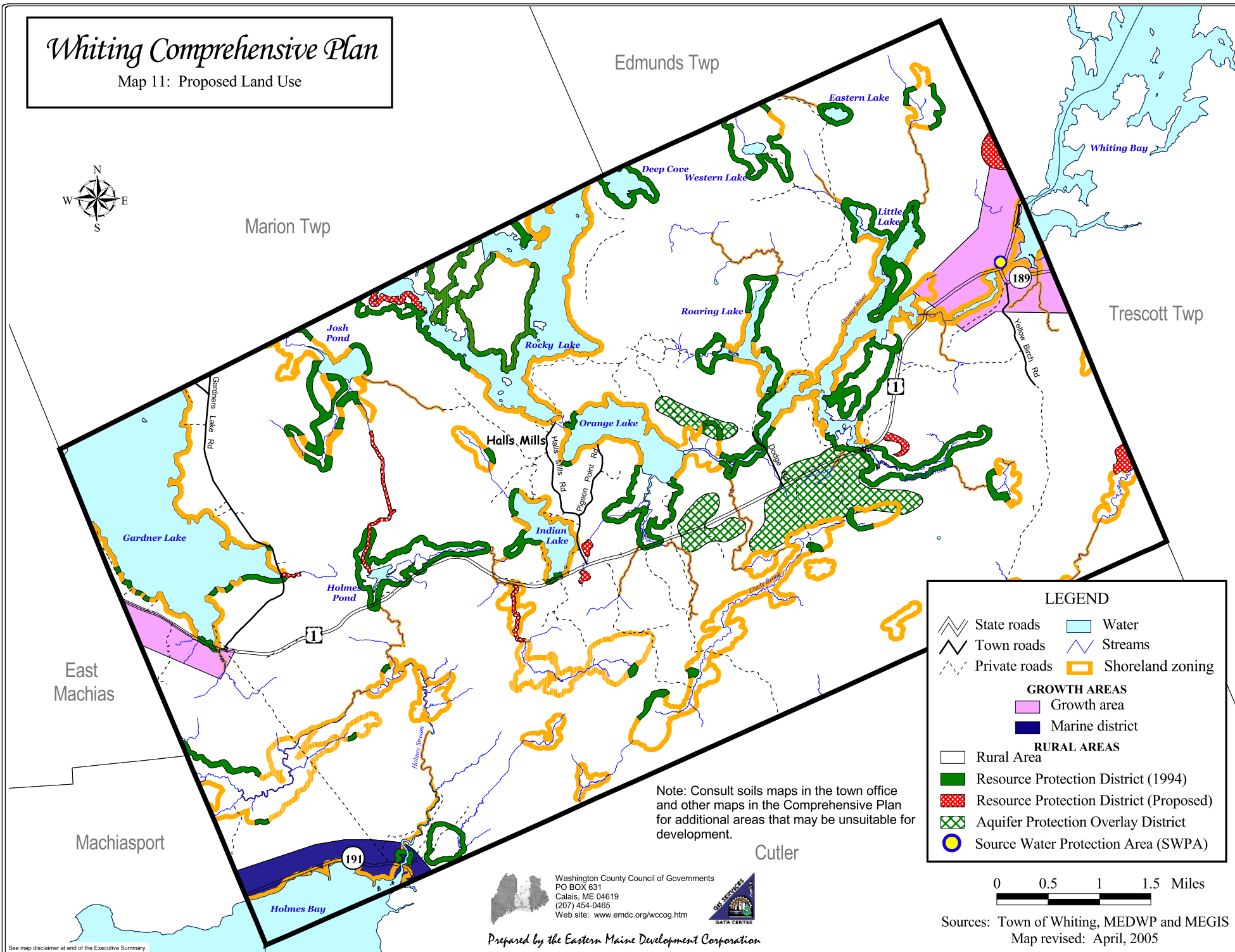
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0 0.5 1 1.5 Miles

Sources: Town of Whiting and MEGIS  
Map revised: April, 2005

# Whiting Comprehensive Plan

Map 11: Proposed Land Use



## LEGEND

- State roads
- Town roads
- Private roads
- Water
- Streams
- Shoreland zoning
- GROWTH AREAS**
  - Growth area
  - Marine district
- RURAL AREAS**
  - Rural Area
  - Resource Protection District (1994)
  - Resource Protection District (Proposed)
  - Aquifer Protection Overlay District
  - Source Water Protection Area (SWPA)

0 0.5 1 1.5 Miles

Sources: Town of Whiting, MEDWP and MEGIS  
Map revised: April, 2005



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